DOCUMENT RESUME

ED 314 199 PS 018 525

AUTHOR Marx, Fern
TITLE Caring for Children: Case Studies of Local Government Child Care Initiatives.
INSTITUTION National League of Cities, Washington, D.C.
SPONS AGENCY Foundation for Child Development, New York, N.Y.
REPORT NO ISBN-0-933729-53-7
PUB DATE Sep 89
NOTE 145p.
AVAILABLE FROM Publications Sales, National League of Cities, 1301 Pennsylvania Avenue, N.W., Washington, DC 20004 ($20.00, plus $2.00 postage and handling).
PUB TYPE Guides - Non-Classroom Use (055) -- Reports - Descriptive (141)

EDRS PRICE MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS Case Studies; Child Welfare; *Community Services; *Day Care; Fringe Benefits; *Government Role; *Local Government; Local Issues; *Municipalities; Policy

ABSTRACT

This book of case studies highlights 26 municipalities involved in activities related to child care. Cities selected were of different sizes; were located in different parts of the country; and used diverse approaches for developing ways to improve access to affordable, high-quality child care. Each case study was developed through a telephone interview with the person responsible for municipal child care. Topics of interviews included the history and current status of the municipal child care coordinator or office of child care, the role played by municipal child care task forces in the development of municipal involvement in child care, the current level of municipal activity in matters related to child care, the political climate for child care, and the prospects for further developments in child care services and policy. The book includes highlights of some of the cities' profiles, descriptions of ten lessons for city officials which were revealed from the survey, a list of municipal child care activities reported in the study, and a list of references.(RJC)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED314199

CARING FOR CHILDREN

CASE STUDIES OF LOCAL GOVERNMENT CHILD CARE INITIATIVES

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

This document has been reproduced as received from the person or organization originating it.

X Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

NATIONAL LEAGUE OF CITIES

PS 018525

"PERMISSION TO REPRODUCE THIS MATERIAL IN **MICROFICHE ONLY** HAS BEEN GRANTED BY

John E. Kyle

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

CASE STUDY REPORTS

This volume is one in a series of NLC case study reports on projects, programs, and policies that are working to solve problems in the nation's municipalities. The series editor is William R. Barnes, Research Director, NLC. Reports in this series include:

- Reducing Urban Unemployment:
  What Works at the Local Level
- Financing Infrastructure:
  Innovations at the Local Level
- Children, Families & Cities:
  Programs That Work at the Local Level
- Economic Development:
  What Works at the Local Level
- Caring for Children:
  Case Studies of Local Government Child Care Initiatives

For ordering information on these
or other NLC publications, contact:

Publications Sales
National League of Cities
1301 Pennsylvania Avenue NW
Washington, D.C. 20004
(202) 626-3000

CARING FOR CHILDREN

Case Studies of Local Government Child Care Initiatives

By Fern Marx
Center for Research on Women
Wellesley College

National League of Cities
September 1989

Copyright © 1989 by the
National League of Cities
Washington, D.C. 20004
ISBN 0-933729-53-7

Price: $15.00 per copy to NLC members
$20.00 per copy to non-members
Please add $2.00 for postage and handling.
Special rates available for multiple copies.

Table of Contents

Preface i

Author's Acknowledgements iii

Introduction v

Caring for Children 1

- Lessons Learned 10
- Municipal Child Care Activities Reported in this Study 13
  - Anaheim, California 15
  - Austin, Texas 17
  - Baltimore, Maryland 20
  - Bloomington, Indiana 26
  - Boston, Massachusetts 31
  - Cambridge, Massachusetts 36
  - Carbondale, Illinois 42
  - Denver, Colorado 44
  - Fairbanks, Alaska 50
  - Fairfax County, Virginia 53
  - Guilford County, North Carolina 59
  - Irvine, California 62
  - Los Angeles, California 69
  - Oakland, California 75
  - Palo Alto, California 80
  - Rapid City, South Dakota 85
  - Sacramento, California 89

San Francisco, California 96
San Jose, California 99
San Rafael, California 103
Seattle, Washington 107
Virginia Beach, Virginia 115
Washington, D.C. 121
Woodland, California 129

Preface

Child care is a major concern for cities of all sizes. It has emerged as the number one issue facing children and families today, according to a recent survey conducted by the National League of Cities' Children and Families in Cities Project. Child care as an issue has dominated our news media and our legislators on a federal, state, and local level, and has galvanized a broad segment of our society to seek action. Based on all available information, it is clear that municipal involvement in child care can be important in ensuring that our cities' children are in safe and affordable child care.

The National League of Cities seeks to provide municipalities with the timely information they need to effectively address important local issues like child care. For this reason, we are pleased to introduce *Caring for Children*. This case study book highlights twenty-six different communities involved in child care related activities. It offers other local officials the opportunity to learn from the experiences of other cities and to consider how ideas and concepts used elsewhere can be applied to fit their particular situations.

Caring for Children was written and published as a service to NLC member cities and all municipalities. It builds on NLC's commitment to service the needs of children and youth through the work of the Human Development Steering Committee and the Children and Families in Cities Project. The book is the fourth published by NLC that seeks to provide city officials with examples on how to meet the needs of children and families, joining *Children and Families in Cities: What Works at the Local Level*, *Your City's Kids*, and *Our Future and Our Only Hope: A Survey of City Halls Regarding Children and Families*.

We look forward to working with other individuals and groups who share our concerns on these issues.

Several people made major contributions to the effort that led to this report. It was initiated and conducted by Julio Baretto, Jr., NLC Policy Analyst. Fern Marx carried out the study and wrote the report. William F. Barnes, NLC's Research Director, supervised the overall project. John Kyle, Project Director for NLC's Children and Families in Cities Project, and Janet Quist, NLC Legislative Counsel, offered valuable advice in the design of the survey. Wayne Harris, NLC intern, assisted in the research and editing of the final draft. Finally, Abby Cohen, Director of the Child Care Law Center; Chris Parks, Child Care Coordinator for the City of St. Paul, Minnesota; and Victor Romero, a media consultant reviewed the initial draft.

Alan Beals
Executive Director

William E. Davis III
Director
Office of Policy Analysis and Development

Author's Acknowledgements

We want to gratefully acknowledge the cooperation of the child care coordinators, human services directors, recreation directors, and others who responded to our lengthy questions and exhibited great patience in correcting our errors. Thanks are also due to the five interviewers, Patty Hnatiuk, Barbara Silverstein, Beth Miller, Mindy Fried, and Judith Francis, who collected the information for the study. Judith Francis also drafted some of the preliminary write-up. Thanks are due, as well, to Ellen Gannett of the School-Age Child Care Project at Wellesley College Center for Research on Women who provided additional information from a survey conducted on municipal involvement in school-age child care in the following cities: Seattle, Washington; Madison, Wisconsin; Irvine, California; Los Angeles, California; and Baltimore, Maryland. Wellesley College students Suzy Nguyen, Tara Kelly, and Christine Jacobson provided help in manuscript preparation.

Fern Marx
Center for Research on Women
Wellesley College

Introduction

Child care has become a dominant issue in recent years as parents, employers and public officials alike attempt to grapple with the problems facing families today. Today's families are two-earner households, or in an increasing number of cases, households headed by single individuals, primarily women. The increasing number of children whose parents are in the work force has created greater demand for policies and services that make it possible for parents to earn a living and raise a family.

Children's issues, particularly child care, were central issues for both contenders in the 1988 presidential campaign. Child care continues to be highly visible on Capitol Hill as Congress prepares to vote on some form of child care legislation.

The National League of Cities believes there must be a substantial investment in children if the United States is to make significant strides as a nation. Believing that creating safe and secure environments for children can help them become healthy, productive adults, NLC supports a coordinated, comprehensive national youth policy that would involve cooperative efforts by all levels of government. Such a national policy should provide for the creation of a sound relationship between child and care giver and develop a child's self esteem, curiosity, language development and sequential learning.

This national policy should have four central components:

- First, a Presidential Youth Cabinet to implement this national policy. The Cabinet would consist of the Secretaries of Education, Labor, Health and Human Services, Agriculture, and Housing and Urban Development.

Recognizing that federal policy can often be best applied locally, this cabinet should support, coordinate and integrate services geared toward children and youth; analyze the needs and potential solutions to the problems of children and youth; provide funds to assist programs; and keep up with the changing demands of this population.

- Second, early childhood development programs are needed, including pre- and post-natal health services for children ages zero to three. Additionally, there needs to be parenting skills programs; an expansion of child care programs supported by a sliding scale fee; preventive and protective services for child abuse and neglect; diagnosis and treatment of children with special needs including terminal diseases; child care for children with special needs; nutritional programs; educational enrichment; appropriate intervention for children with learning disabilities; and programs for the physically and mentally disabled; preschool programs for all disadvantaged children ages three and four. This would include: increased funding and expanded services for preschool programs such as Head Start that have proven to be effective in helping meet the early developmental needs of children; recruiting, training, and adequately compensating individuals interested in working pre-school programs in low-income communities; work policies such as flextime to encourage more involvement by parents in their children's daily activities; and a continued commitment to developing and evaluating educational approaches for preschool children.

- Third, increased availability of safe, affordable child care for infants, pre-schoolers, and school age children; support for research to develop model child care programs; increased training and salaries for day care workers and open dialogue between federal, state and local governments in addressing the day care needs of the country.

- Fourth, NLC supports minimum federal standards on what constitutes high quality, safe, and affordable child care.

While this national policy for children is debated in Washington, NLC is committed to helping cities and towns meet the needs of children and families within their jurisdictions. As part of that commitment, NLC, through funding from Carnegie Corporation of New York, the Lilly Endowment, and the Rockefeller Foundation, established the Children and Families in Cities Project. The project is an ongoing effort to help local elected officials meet the needs of children and families.

Introduction

The Project has completed a survey that identifies city hall interests, involvement, and needs on issues affecting children and families in cities, especially those in poverty. The information generated by the survey, reported in *Our Future and Our Only Hope*, will allow NLC to provide assistance to city officials tailored to their specific needs.

In 1987, the project published a casebook of thirty-two programs, adaptable to other cities and towns, that summarized city hall involvement in a variety of areas complete with contact person in the cities described and references to other organizations with advice and publications. *Children, Families & Cities: Programs that Work at the Local Level*, covered such topics as strategic planning, youth employment, child care, teen pregnancy and homelessness. The report was supported by a grant from the Foundation for Child Development.

In its continuing commitment to helping city officials, NLC also undertook an effort to determine the ways in which cities are already involved in child care and child care related activities. To do so, NLC contracted with the Center on Research on Women at Wellesley College to conduct a telephone survey of cities with identifiable child care coordinators. The purpose of the survey was to identify the type of activities undertaken by these cities in meeting the child care needs of in their community.

This book is not designed to provide answers to solving local child care issues. It is designed to briefly describe existing municipal efforts to address local child care needs and, we hope, offer enough lessons to help other city officials meet the needs of the people they serve.

Julio Barreto, Jr.
National League of Cities

Caring for Children

The emergence of child care as a national issue reflects the changes occurring in our society today. Changing demographics, expanding employment opportunities for women, and a belief that a child's development is not just a family matter have all contributed to the attention given to children's issues generally, and child care in particular.

The 1980s have seen a dramatic increase in the number of working women in general and working mothers in particular. Two-thirds (65 percent as of March 1988) of all women with children less than eighteen years old worked outside the home. Since 1980, the greatest increase in the rate of labor force participation has occurred among married women with preschool children. In 1988, 57 percent of all mothers with children less than six years old worked, and half (51 percent) of the mothers of infants were at work before their children were one year old. Nearly three-fourths (73 percent) of mothers with school-age children between six and seventeen years old were in the labor force. These women work out of necessity: 58 percent of them are either single (never married), divorced, separated or widowed or have husbands who earn less than $15,000 per year. By 1988, 60 percent of all children had working mothers. By 1995, it is estimated that two out of three preschoolers and four out of five school-age children will have mothers in the labor force.

These impressive statistics make it clear why child care has become the focus of congressional bills, public hearings, governmental reports, and part of the national platform of both major parties. States, municipalities, employers, and the public schools have also begun to respond to the changing demographic trends.

Not only has the number of mothers in the labor force increased, the number of children in out of home care has also become a phenomenon of everyday life for families in all socioeconomic groups. During 1984-85 (the last year for which we have data) 37 percent of the primary child care for preschool children took place in someone else's home. An additional 23 percent of children less than six years old are cared for in day care centers or preschools; 31 percent of preschool children are cared for in their own homes; 8 percent are cared for by their mothers while at work. Some 60 percent of the children less than six years old are currently in out-of home arrangements – the type of arrangement is used more frequently by full-time working mothers (two-thirds of all working mothers) than by mothers working part-time. Nonrelative care has also increased. Among children under six, 52 percent are now cared for by nonrelatives either in or outside their homes. Women working part-time – one-third of all working mothers – are much more likely to choose care by relatives (62 percent as opposed to 39 percent of those working full-time).

It is the nexus of affordability, availability, and quality issues in child care that has fueled the child care debate at all levels of government and in both the public and private sector.

While the supply of center-based child care is estimated to have doubled during the twenty years from 1976 to 1986, and the supply of licensed family day care homes is estimated to have increased by one-third, many child care experts feel that this increase in supply is insufficient to meet the growing needs of families for out of home care. Others feel that it is not necessarily child care arrangements that are in short supply, rather a shortage of regulated services and a mismatch between the ages of children needing care and the services available particularly to care for infants and school-age children. There are strong indications that there are geographic mismatches as well between supply and demand. Affordability is a double-edged sword for families. In some instances, families may find the quality of care they are looking for unaffordable, yet not find the quality of care they seek when an affordable site is found.

The annual cost of care for one child averages about $3,400; for infants, the cost can be much higher. There are noticeable geographic variations in the cost of care both among the regions of the country and among urban, suburban, and rural communities. While the average working family spends about 10 percent of its yearly income on child care, a low-income family may spend nearly 25 percent of its income on care. For some mothers who want to work, the cost of child care can preclude their joining the labor force. Clearly, lower income families, and in

many instances moderate income families, have a hard time affording the child care they need in order to work. But while the costs of child care may pose problems for many parents, the quality of child care is what is listed first by the majority of parents as the reason for selecting the child care arrangements they use or seek.

Quality has been at the heart of much of the recent national debate on federal standards for child care, a debate that as yet has no resolution. Among the supporters of some minimum national standards are those who point out that low quality child care can be detrimental to children, especially poor children and those at high-risk. Longitudinal studies of high quality early childhood programs are used as evidence of the importance of quality in realizing positive outcome in terms of reduced costs for remediation in school programs and in reduction in deviant behaviors later in life. For those supporting quality standards, the high staff-to-child ratios and large group size permitted by some states are evidence of low quality. Others point to the high staff turnover rates in child care centers and family day care homes, between 35 percent and 60 percent per year, since continuity of care is an important quality indicator. Low wages for child care workers (child care workers rank in the lowest 10 percent of all U.S. wage earners) are held to be the primary cause of high turnover rates.

At the federal level, more than one hundred child care bills were introduced in the 100th Congress, and many of them were reintroduced in the 101st Congress. Both supply side bills, which would subsidize the cost of child care and build supply and improve quality, as well as demand side bills, which would provide parents with resources through the tax system to pay for care have been introduced. It is clear that some type of child care bill will pass Congress this year and that it will combine features of both approaches. One child care related bill (the Family Support Act) that did pass during the 100th Congress requires recipients of Aid to Families with Dependent Children (AFDC) to engage in education, training, job search and work in return for income, health, and child care benefits. It is estimated that when fully implemented, this bill could increase the demand for child care by 10 percent, without making provisions for increasing the supply of regulated care.

States have responded to the increased needs for child care in a variety of ways. While federal funding for child care was cut back during the 1980s, some states were able to respond and maintain services and in some instances actually expand services. According to the Children's Defense Fund, in 1987, eighteen states were able to move ahead to create new child care programs and increase the number

of children served over 1981 figures. Many of these state initiatives are targeted to special populations (teen parents, or welfare recipients). Other initiatives are more broadly conceived to improve the affordability, quality and supply of child care. States have also experimented with identifying new funding sources for child care through increases in cigarette taxes, or the use of lottery funds.

In addition to child care, states have also become increasingly involved in the provision of early childhood education programs. Reflecting the national interest in education reform and the results of longitudinal studies demonstrating the efficacy of prekindergarten programs for poor, high risk children, the states have initiated a variety of programs funded by state revenues. Some thirty-one states currently provide one or more programs for pre-kindergarten children and their families including: state pre-kindergarten programs; parent education programs; and state funds for Head Start to expand and improve services to eligible children. While one rationale for establishing these programs was the increasing numbers of working mothers, relatively few states permit full-working-day programs to be funded by these new monies. The majority of these state pre-kindergarten efforts, as presently constituted, can only offer a partial solution to the child care needs of working families.

Municipalities, recognizing the problems that workers and residents face in meeting their responsibilities to both work and caring for their children, have become increasingly involved in child care issues. The National League of Cities released a report that shows that child care is the number one issue facing children and families today. The report, *Our Future and Our Only Hope*, shows that child care will be a priority for cities in the years to come. A small but growing number of municipalities and counties have established child care offices, appointed child care coordinators, and created child care task forces. California leads the states with at least nineteen cities and counties reporting such positions. The range of activities undertaken include developing services and administering child care subsidy programs for municipal employees and residents, directing city run child care programs, working with local businesses to expand the availability of child care for employees, and encouraging developers through the building and zoning permit process. To provide child care, some cities rely solely on general revenues to support their efforts, others use combinations of federal and state monies.

This study, undertaken by the Wellesley College Center for Research on Women for the National League of Cities, and described below, is an attempt to present examples of the range of municipal involvement in child care from cities across

the country. The cities selected for inclusion are not necessarily a representative sample in a statistical sense. Instead they represent diverse approaches taken by cities of different sizes in different parts of the country to develop solutions to improving access to affordable, high-quality child care.

Methodology

Beginning with an initial list of some forty Municipal Child Care Coordinators gathered from various national conferences and selected by the National League of Cities to represent the diversity of its membership, the Wellesley College Center for Research on Women contacted each person and determined that in some instances these names only represented an interest in developing a municipal response. A final list of twenty-six communities was selected that included cities in fourteen states and in all regions of the country. Ten of the cities (38 percent) were located in California, which has the largest number of municipal child care efforts. The remaining sixteen cities were located across the country in states as diverse as Alaska and North Carolina. Cities ranged in size from large metropolitan areas (Los Angeles) to small communities (Rapid City, South Dakota). Cities also reflect the continuum of development of municipal response from cities with fully staffed Offices of Child Care or Child Development, to cities that run a single child care center or are in the initial planning stages of developing some type of child care capacity. Some child care/development offices may both run child care services and provide subsidies to parents to purchase child care in the community, training for child care providers, and many other services to both municipal employees and city residents

The survey was conducted during October 1988 by the staff of the Wellesley College Center for Research. An open ended interview protocol was developed for a telephone interview, which was scheduled to last between forty-five minutes and one-and-a-half hours. In a few instances, the actual interview lasted about two hours. Five interviewers with backgrounds in child care and experience in conducting telephone and personal interviews were used. Child care coordinators received a letter from NLC describing the study and a copy of the questions to be asked. In addition, respondents were requested to provide the study with additional printed information on the scope of city child care services, written job descriptions, copies of municipal child care policy, etc. In most instances, these materials were provided.

The open-ended questionnaire was designed to provide the study with information on the history and current status of the municipal child care coordinator or

office of child care, the role played by municipal child care task forces in the development of municipal involvement in child care, the current level of municipal activity in child care related matters, the present political climate for child care, and the future prospects for further developments in child care services and policy.

Only a single interview was carried out with the person responsible for municipal child care activities. Thus, the information obtained reflects the views of one respondent and may not fully capture the breadth of municipal interest or involvement in child care related issues. Each of the interview summaries was submitted to the respondent for final approval before publication and the profiles included in this report reflect their additions or corrections.

The case studies are arranged in alphabetical order. The diversity of each respondent's child care activities necessitated the simplest arrangement. Finally, for the purpose of this study, a city is defined as an incorporated body that provides general local government functions for a specific population concentrated in a defined area. A county is defined as a local government that is authorized by a state constitution and statute to provide general government.

Summary

The following overview of the findings is not intended to indicate the incidence of various practices among the survey cities. It is, rather, an attempt to highlight the variety of promising approaches and responses used by cities to meet child care needs in their communities. What makes these cities interesting is their effort to help families gain access to affordable and good child care, in many instances using come combination of public and private resources to meet the need. As the case studies show, each community has tailored its solutions to the specific resources available in that community.

As can be seen from the following profiles, cities have been extremely inventive in meeting the identified needs of their communities. These highlights and profiles of some of the profiles are offered in the hope that other communities will find the information useful in developing their own responses to the child care needs of their employees and residents.

- While **Seattle, Washington**, uses many of the same sources of revenue as other cities to support its extensive child care activities including municipal revenues, Community Development Block Grant and Job Training Partnership monies, state funds, plus funds available through the city's

19

Parks and Library Departments, one unique source of funding is a local school tax levy. Five million dollars of a $17 million tax levy for repair work and new school construction is targeted specifically for the construction of child care space in 14 newly built elementary schools. Under this tax levy, child care programs are offered dedicated space that cannot be used by the school district for other purposes.

- In **Sacramento, California**, the Housing and Redevelopment Authority builds child care centers in low-income areas and has also built a child care facility in a downtown housing project for senior citizens. This project will give preference to city employees among others. The Housing and Redevelopment Authority estimates that it has used a total of $2.48 million in CDBG and tax increment funds to support the construction of various child care facilities. These funds are in addition to a significant amount of municipal, state and federal funds used by the Department of Parks and Community Services to run school-age child care program and staff a child care coordinator's position.

- **Boston, Massachusetts**, is constructing a child care facility in City Hall for municipal employees. The city will provide space, utilities, and liability insurance as its in-kind contribution. The renovations of the new facility will be provided by the city Public Facilities Department using capital planning funds. The center will be run by the Community Schools, which also runs a number of other child care programs in public schools and recreation centers throughout the city. The facility will use a sliding fee scale with city funds for scholarships, if needed.

- **Madison, Wisconsin**, has one of the oldest city child care initiatives (established in 1974). Tuition assistance for low income families is provided from general funds but only for use in child care centers and family day care homes that have been approved and certified by the city Day Care Unit. The certification is voluntary but the intent of this process was to improve the quality of local programs beyond the requirements of state licensing. The city also provides a grants program that makes up to $1,000 available to certified programs for capital improvements, large equipment purchases, or additional training for child care providers, which further serves to improve the quality of local services.

- **Los Angeles, California**, has developed several policies for municipal employees. Flex-time, alternative work schedules, and maternity leave are part of city personnel practices. Family leave is also available for clerical

staff. The city opened its first on-site child care center in City Hall in January, 1989 and three more day care centers for city employees are in the planning stages. The Department of Water and Power (DWP) has contracted with two community child care providers to provide space for DWP employees in their programs.

- **San Jose, California**, has changed several city regulations to facilitate the development of child care supply. The city eliminated the $272 administrative permit and annual $150 business tax for family day care providers. Land use permits for existing child care centers and for child care facilities at churches and schools were also dropped.

- In **Oakland, California**, the Child Care Coordinator provides technical assistance to the Clorox Company Foundation, a private foundation that donated and solicited funds for expanding or enhancing services in seven infant care centers in Oakland. This included developing innovative training programs for infant center staff.

- In **Austin, Texas**, the city child care commission has worked with the local Private Industry council to develop Enterprise Zones that provide a child care subsidy for those in the job training program.

- **Denver, Colorado**, has arranged with 112 local child care facilities to provide city employees with a 10 percent discount on child care. In addition the city provides a salary redirection plan for city employees, and publishes materials on how to select child care. The city provides a dependent care assistance plan (DCAP) for city employees, flex-time and flex-place arrangements, and up to three months of unpaid parental leave for both mothers and fathers.

- **Washington, D.C.**, has initiated a loan fund for child care facilities. Funds are available at 3 percent interest both for businesses that establish employee child care facilities as well as for community-based child care programs. The Office of Early Childhood Development has convened a seminar on "Child Care as a Business" to encourage new entries in the child care field.

- In **Seattle, Washington**, the city's Department of Construction and Land Use (DCLU) has become actively involved in expanding the supply of child care. Zoning barriers have been reduced for day care centers and homes in certain areas. Filing and permit fees for child care centers have also been reduced. A specialist at DCLU helps child care providers through the

permit process. Developers are encouraged to provide free space for child care through an incentive bonus plan that permits them to build larger buildings; these centers must provide child care services for a minimum of 20 percent low-income families.

- **Palo Alto, California,** provides a variety of child care services, but it does not directly fund child care. Rather the city contracts with a non-profit agency, Palo Alto Community Child Care (PACCC) to administer city funded child care subsidies and coordinate services. PACCC also provides training and technical support for child care providers. The city adopted PACCC's standards of quality for child care programs. Child care centers that receive municipal subsidies through PACCC must meet these standards.

- **Baltimore, Maryland**, has a rent abatement program that encourages providers to establish programs for low-income children in public school spaces. The city also uses Community Development Block Grant funds to renovate city buildings for child care. Additionally, it uses Dependent Care Block Grant monies to start new school-age programs.

- **Sacramento, California**, decided to do something to improve the traditionally low salaries of child care workers and build a more stable staff for city operated school age child care programs. When the city created job classifications for these positions, it based pay rates on existing city job categories with similar education, experience, and responsibility requirements. Child care workers in city-operated programs now receive about $2.50 more per hour than their private, non-profit sector counterparts; they also receive city benefits. As a result many child care providers now want to work for the city. Parent fees and salaries were raised in three stages, but fees are still competitive with local market rates.

- **Sacramento** has also developed an interesting plan for its new ARCO Sports Arena. When completed, the Arena will include a child care center for employees during the day and for ticket holders during evenings and weekends. Consideration is also being given to using the parking lots as park-and-ride lots for downtown employees.

Lessons Learned

The survey revealed ten lessons that other city officials can learn from.

First, **strong leadership is an important element in each of the successful programs**. There wasn't a consistent origin for this leadership. In some cases it came from the mayor or a city council member, and in others it came from the child care advisory council, providers, or community activists.

Second, **the federal government has a financial role to play in developing local child care programs**. At least sixteen of the respondents used the Community Development Block Grant and/or Title XX of the Social Services Block Grant funds to pay for their child care initiatives. The amounts used varied, yet in each of these examples, federal dollars played an important role. In some instances the city used these federal dollars to leverage state, local, and private resources.

Third, **there needs to be a central point where the local leadership can be concentrated**. It was important in each of the cases for there to be a central point where this leadership could maintain and develop the child care efforts that began. The existence of a child care coordinator provides a focal point around which various city departments and private child care groups can come together to organize city efforts to expand child care resources and enhance quality.

Fourth, **it is clear that child care is a priority for municipalities**. This is evident in the cities surveyed in this report and in the study by the Children and Families in Cities Project, *Our Future and Our Only Hope*.

Fifth, **city officials must be flexible in order to respond to different ideas and changing conditions**. The case studies suggest that there is an ebb and flow to the needs that arise, and a city must be prepared to deal with these changes.

Sixth, **cities can be brokers in leveraging money and partnerships between various sectors of the community**. Cities can play important roles between city departments, the public schools, and the private sector, providing opportunities for each to have input into building effective child care services for the entire community.

Seventh, **the potential for success seems to increase when the effort is truly a city-wide effort**. Coordination between various city agencies ensure little duplication of services and consistent municipal policy on the issue.

Eighth, **cooperation between schools and local governments can work effectively in furthering the development of child care**.

Ninth, **cities can affect the quality of care** through funding for child care services, providing training, and through regulatory and licensing procedures. Cities can use federal, state, and local funds to match private sector donations. Cities can play a broker's roles by providing coordination of city functions across public and private sectors and matching resources with needs.

Tenth, and finally, **it is important for a city to develop a plan and policies**. The respondents encouraged those interested in developing municipal child care initiatives, but they strongly recommended that a well thought-out plan be developed before proceeding.

Conclusions

The examples provided in the case studies are by no means exhaustive. They do suggest that city size is not the determining factor in developing a municipal response to child care. From the case studies it appears that school-age child care lends itself particularly well to city involvement. School-age children require fewer hours of care, and city departments (again, like parks and recreation departments) have long histories of providing services to this age group. Public schools already providing education services to this group may be more willing to become partners in addressing their child care needs. For some cities, developing school-age services is a first step towards a more comprehensive municipal child care program. For other cities, school-age child care will remain the focal point of city efforts.

It is apparent that all levels of government must be involved if the child care needs of American families are to be addressed. Municipal government is a major player in finding solutions to the child care dilemma. It is only at the local level that solutions can be developed that rationalize service delivery through coordination of fiscal and human resources. While municipal government does not have adequate financial resources to meet all child care needs, it does have control over many of the other resources necessary for the provision of high quality, affordable child care. The future of children and their families will indeed be enhanced if cities across the country become major actors in the child care arena.

References

Born, Catherine E. *Our Future and Our Only Hope: A Survey of City Halls Regarding Children and Families*. Washington, D.C.: National League of Cities, 1989.

Children's Defense Fund. *A Call for Action to Make Our Nation Safe for Children: A Briefing Book on the Status of American Children in 1988*. Washington, D.C.: Children's Defense Fund, 1988.

Commonwealth of Massachusetts. *Caring for Our Common Wealth: The Economics of Child Care in Massachusetts*. Boston, MA: Commonwealth of Massachusetts Office for Children, 1988.

Family Impact Seminar. *The Child Care Market: Supply, Demand, Price and Expenditures*. Washington, D.C.: American Association for Marriage and Family Therapy, Research and Education Foundation, January, 1989.

Hofferth, Sandra L. "What Is The Demand for and Supply of Child Care In the United States?" Washington, D.C.: *Young Children*, Vol. 44, No.5. July, 1989.

Hofferth, S.L. and D.A. Phillips. "Child Care in the United States, 1970 to 1995." *Journal of Marriage and the Family*, 49 (1987).

Kahn, Alfred J. and Sheila B. Kammerman. *Child Care: Facing the Hard Choices*. Dover, MA: Auburn House,1987.

Kyle, John E., (ed.). *Children and Families in Cities: Programs That Work at the Local Level*. Washington, D.C.: National League of Cities, 1987.

National League of Cities. *Your City's Kids*. Washington, D.C.: National League of Cities, 1988.

Marx, Fern. *Child Care in Services to Young Families: Program Review and Policy Recommendations*, edited by H. McAdoo and T.M.J. Parham. Washington, D.C.: American Public Welfare Association,1985.

Marx, Fern and Michelle Seligson. *The Public School Early Childhood Study: The State Survey*. New York: Bank Street College of Education,1988.

U.S. Department of Commerce, Bureau of the Census. *Who's Minding the Kids? Child Care Arrangements: Winter 1984-85*. Current Population Reports, Household Economic Studies Series No.9,70. Washington, D.C.: U.S. Government Printing Office, May, 1987.

U.S. Department of Labor. *Child Care: A Workforce Issue: Report of the Secretary's Task Force*. Washington,D.C.: U.S. Department of Labor, April,1988.

Municipal Child Care Activities Reported in this Study

After School Care

Anaheim, Calif.
Boston, Mass.
Palo Alto, Calif.
San Jose, Calif.
San Rafael, Calif.
Washington, D.C.
Woodland, Calif.
Va. Beach, Va.

Before School Care

San Jose, Calif.
Virginia Beach, Va.

Child Care Subsidies for City Employees

Austin, Tex.
Denver, Colo.
Fairbanks, Alas.
Rapid City, S.D.
Seattle, Wash..
Washington, D.C

Parenting Education

Cambridge, Mass. (teen parents)
Sacramento, Calif.

Resource and Referral Service

Bloomington, Ind.
Cambridge, Mass.
Fairbanks, Alas..
Fairfax County, Va.
Irvine, Calif.
Los Angeles, Calif.
Oakland, Calif.
Palo Alto, Calif.
Rapid City, S. D.
San Jose, Calif.
San Rafael, Calif.
Seattle, Wash.
Va. Beach, Va

Rent Abatement

Baltimore, Md.
Denver, Colo.

Flex-time

Denver, Colo.
Palo Alto, Calif.
Seattle, Wash.
Washington, D.C.

Zoning Changes

Boston, Mass.
Denver, Colo.
Rapid City, S. D.
Sacramento, Calif.
Seattle, Wash.

Portable Classrooms

Anaheim, Calif.
Irvine, Calif.

Scholarship Assistance

Cambridge, Mass.
San Rafael, Calif.

Infant Programs

Baltimore, Md.

Technical and Vocational Training

Bloomington, Ind.
Cambridge, Mass.
Denver, Colo.
Fairfax County, Va.
Guilford County, N.C.
San Francisco, Calif
San Jose, Calif..
Seattle, Wash.
Washington, D.C.

Food Programs

Bloomington, Ind.
Va. Beach, Va.

Liability Insurance

Boston, Mass.

Utilities
Boston, Mass.

Renovation
Boston, Mass. San Francisco, Calif.

Recreation Space
Boston, Mass. Irvine, Calif.

Neighborhood Safe House Program
Bloomington, Ind.

Transportation
Cambridge, Mass.

Special Needs Preschool
Cambridge, Mass.

Home Based Preschool
Cambridge, Mass.

Higher Salaries to Providers
Cambridge, Mass.

Salary Redirection Plan
Denver, Colo.

Flex-place
Denver, Colo.

Three Months Unpaid Parent Leave
Denver, Colo.

On-site Child Care
Los Angeles, Calif.

Preschool for Low Income
Palo Alto, Calif.

Job Sharing
Palo Alto, Calif. Seattle, Wash.

Part-time Employment
Seattle, Wash.

Dependent Care Assistance
Seattle, Wash.

Summer and Day Camps
Virginia Beach, Va. Woodland, Calif.

Anaheim, California

Anaheim, California
Population 219,494)

Contact:
Steve Swaim
Manager, Community Services
City of Anaheim Community Services
200 S. Anaheim Boulevard
4th Floor
Anaheim, CA 92805
(714) 999-5167

Anaheim's major municipal child care program is a latchkey program operated by the Recreation Division of the City's Department of Parks and Recreation. Federal Community Development Block Grant funds are used to purchase "portable" classrooms to be used on school grounds for after-school child care. The facilities will be run by the local elementary school district or by a local private contractor. Families who use the program pay a user fee.

Beyond some funds for the latchkey program through the Recreation Division, the city has not made any financial commitment to meeting child care needs. Despite a need for affordable, high quality child care, particularly for low and moderate income families and for sick children, there is little advocacy in the community around child care issues, and child care issues are not high on the agenda relative to other issues confronting the city.

A request for proposals for state funds for the development of a child care center on city-owned land to serve low and moderate income families, sent to some sixty child care providers, drew no proposals.

But the low level of advocacy for child care issues does not mean those issues are being ignored. The city's Community Services Division has hired a consultant to study city employees' needs for dependent care, including child care. The consultant will develop an action plan to establish some kind of dependent care program for city employees. The Community Services Division is also looking for child care providers interested in building and operating a child care facilitiy on city-owned land. The division received a state grant for the development of a community-wide child car consortium, and this child care center is expected to

be the consortium's cornerstone facility. The division will contribute state funds to offset some of the development costs.

At the same time, the city's economic development officials are studying the use of incentives to encourage developers to provide child care facilities as part of new projects.

While there is at present no municipal child care coordinator's office, and no official plans to create one, a recently conducted city-wide human needs assessment is expected to recommend the creation of a municipal child care task force.

Austin, Texas

Austin, Texas
(Population 345,890)

Contact:
Linda Welsh
Child Care Coordinator
Planning Division
Housing and Community Services Department
2209 Rosewood Avenue
Austin, TX 78702
(512) 499-8998

The city of Austin spends some $600,000 a year on child care services and employs a full-time child care coordinator. A Child Care Commission, also a municipal government body, advises the City Council on child care in Austin.

Some of Austin's child care services are provided directly by the city government, while others – particularly child care for preschool and school-age children – are provided by local nonprofit agencies under city contracts.

The Child Care Commission has been active since 1986. The Child Care Commission has worked with the Private Industry Council to develop Enterprise Zones which provide a child care subsidy for those in job training.

Early in 1988, the City Council, acting on a resolution submitted by the Child Care Commission, established a full-time Child Care Coordinator's position. Following approval by the Mayor and authorization by the city manager, the position was filled at the end of the year. Funds for the Child Care Coordinator's office are part of the city's general operating budget for Housing and Community Services, separate from the funds for child care services. The job classification calls for a salary in the range of $21,000 to $32,000 and is under the budget of Housing and Community Services. The funds are only expected to cover salary; all other costs are absorbed in the department's budget.

The Coordinator acts as a liaison with other municipal departments, employers, and the provider community, researches child care needs in the community, and facilitates the design and development of new child care services.

The specific duties and responsibilities of the child care coordinator include: staffing the Child Care Commission and facilitating the annual work plan;

interacting with individuals and departments of city government and providers of day care services; conducting research on the quality and affordability of child care in the community; developing strategies to facilitate the design and development of new child care programs; developing materials for child care resources in the community and to educate consumers; coordinating public hearings and forums on child care; assisting in the development of child care policy for the city.

The major focus of the position is seen as networking – both with other city departments and the community. The position is placed in the Housing and Community Services Department and reports to the Administrator of the Planning Division in that Department. The Child Care Coordinator is at present considered to be just a single person function. The Coordinator is expected to provide services to both municipal employees and city residents and work closely with all city departments and collaborate with private child care organizations in the community. In addition, the Coordinator works with a resource person from the state to develop a step-by-step guide for those interested in starting child care programs.

The twenty-member Child Care Commission was created in 1985 under an ordinance passed by the City Council and approved by the Mayor. Members, appointed by the City Council, include child development experts, employers, parks and recreation, and others. The Commission makes recommendations to the City Council regarding plans for the creation, development and implementation of affordable, quality child care in the city.

The Commission is required to submit an annual work plan. This plan is reviewed by the City Council and compared with a summary of work accomplished in the prior year. The work plan and year end summary is also subject to review by the Audit Committee. The Child Care Coordinator is expected to work closely with the Commission and help in carrying out the Commission's work plan. The Coordinator staffs the Commission and attend all Commission meetings.

Background

The position of Child Care Coordinator was created on the recommendation of the Child Care Commission to the City Council. The Commission, made up of child development experts and employers, were the major participants in this effort. The original group, which was the Mayor's Task Force on Child Care, worked from March 1985 to October, 1985. This group was replaced by the present Child Care Commission in June, 1986. The Commission researched

similar positions around the country and based on this research the Commissions recommended the creation of a full-time child care coordinator's position.

Current Issues

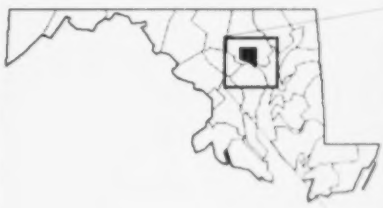
The cost of liability insurance, lack of state licensing for family day care providers, and the general low level of state licensing requirements combine to affect the availability and quality of child care. While high quality child care is available, it is not affordable for many parents.

Child care centers are facing a major battle with the city Health Department, which wants to license centers as food service operators. Most centers cannot meet the requirements for food service licenses. Quality is another issue in which the city must be involved. If quality of services are to be improved, the city needs to develop an accreditation program for family day care homes.

The Mayor and the City Council are strongly in favor of addressing child care issues. While many city departments received budget cuts this year, funding was retained for the new child care coordinator position. Yet on a scale of one to ten, the respondent judged child care issues as a three with elected officials relative to other issues facing the city.

The major priorities for child care development include: accreditation for family day care homes; increased networking between the school district, developers and child care organizations; the development of training and resources for child care providers; and increased salaries for child care workers. The prospect for increased networking appears good. Licensing for family day care may not come soon but some type of voluntary accreditation may be developed.

Baltimore, Maryland



Baltimore, Maryland
(Population 786,741)

Contact:
Diane L. Bell-McKoy
Director
Mayor's Office for Children and Youth
10 South Street, Suite 100
Baltimore MD 21202
(301) 396-4848

The Mayor's Office for Children and Youth (MOCY), created in 1986, is responsible for identifying the needs and fiscal resources for children and families including child care development and promoting quality services. The Office for Children and Youth serves as a coordinating agency, broker, and facilitator identifying and bringing together other municipal departments, agencies, and advocacy groups on behalf of children. In addition to a Director, the office is staffed by a special assistant, a child care coordinator, a coordinator of infant programs and parenting education, a youth coordinator, a KIDSLINE coordinator, and a school-age child care coordinator. (KIDSLINE is a telephone service trying to help meet the needs of school-age children. Children may call the service to talk or to request assistance with homework or other problems.) Much of the municipal child care effort concentrates on school-age child care, and since 1985, these resources have increased by 230 percent.

The city does not fund direct services and uses the Social Services Block Grant and other state and federal funds to staff MOCY. It has developed innovative approaches to encourage service development. One such effort is a rent abatement program to encourage providers to establish programs for low-income children in public school space. The city also uses CDBG funds for renovation of city buildings for child care and has used Dependent Care Block Grant monies to start new school-age programs. The city's general fund purchases LOCATE services for the general public from the Maryland Committee for Children, a non-profit resource and referral agency based in the Baltimore area.

Baltimore, Maryland

Background

Baltimore City Council members had for quite some time felt a need for coordination of children's services in the city. The Council was also interested in looking at the unmet needs for child care. The ordinance establishing the Commission for Children and Youth was passed in 1986 and an Office for Children and Youth was established. At the time, two other committees were looking at child care related issues and day care regulations. The city's earlier involvement in school-age child care was integrated in the newly created Office for Children and Youth, and a staff position with responsibility to increase and improve school-age child care services in the city was established.

The city's history of involvement in school-age child care began when the City Department of Social Services' Division of Day Care decided in 1972 to establish school-age child care centers for five hundred children between the ages of six and fourteen. Several of these centers were combined with existing pre-school centers, while others served school-age children only. The city provided the 25 percent match for what is now federal Title XX funds from general revenues. The state policy permitting local Social Service Departments to administer child care centers for subsidy eligible children changed in 1980, and the centers were handed over to private non-profit organizations under contract with the city.

In an effort to improve the quality of staff, the Department of Social Services (DSS) launched a college course on school-age child care at a local community college for the school-age child care center staff. DSS also sponsored one of the first research projects in the country to compare children attending the center programs with those not receiving services. In 1983, the Institute for School-Age Child Care was created with State funds. While institute services were state-wide, Baltimore benefited from its training and technical assistance programs. By 1985, with the development of MOCY, Baltimore became the main concern of the Institute.

Current Status

Baltimore is committed to promote the expansion of affordable, high quality child care programs. The Mayor's Office for Children and Youth conducts an annual inventory of available school-age child care programs by neighborhood, as well as updating the parent need survey. During 1988, public school administrators were also surveyed about the need for school-age child care. Survey results indicate that approximately 17,000 school-age children in the city are unsupervised after school. In order to enhance the quality of city-sponsored school-age

child care programs, the School-Age Child Care Coordinator provides technical assistance and training in the areas of programming and administration for the development of new centers.

During the summer of 1988, MOCY convened a series of focus groups with providers, administrators, youth-serving community agencies, and parents to help shape the agenda for the Office and the Mayor's First Annual Conference on Child Care. Providers shared their problems and explained why they were resistant to city-based programs. Parents voiced concerns about the affordability of child care and inadequate child care in specific neighborhoods. According to the Department of Social Services, these problems are barriers to full use of existing programs and may explain the under-use of subsidized school-age child care slots in Baltimore City. The Mayor's Conference, held in March 1989, was cosponsored by Baltimore City Commission for Women, the Community College of Baltimore, the Commission for Children and Youth, the Social Services Administration and the Department of Human Resources. Its purpose was to encourage established private providers and new providers to expand child care businesses in Baltimore City. Participants were made aware of the critical need for additional child care services and were offered information on how to become a provider or vendor. A joint policy statement from the Superintendent of the Baltimore City Schools and the Mayor, announced at the Conference, said that as long as there is an identified need and space exists in a particular neighborhood school, MOCY will work to identify a provider to sponsor a program in that school and the provider will be directed to available space. MOCY's school-age coordinator provides technical assistance through this process.

Also announced at the Conference was a unique child care rent abatement program designed as an incentive to encourage established non-profit providers to expand services and potential providers to initiate services for low-income children in public school space. All providers must meet MOCY criteria including assurances that providers will:

- be licensed;
- agree to work cooperatively with MOCY, the State Department of Human Resources Child Care Division and the Baltimore City Public Schools;
- provide plans to form an Advisory Board consisting of parents, school personnel and staff;
- develop a plan to coordinate programs with the public school and its personnel;

- provide a plan for parent involvement and parenting education;
- verify their nonprofit status;
- show proof of license; and
- meet other administrative and programmatic requirements.

Once approved, providers do not have rent-free space but pay substantially reduced rent under agreements with the City schools. A provider who previously paid $7,000 per year, now pays approximately $800 per year for the same space. The city pays the balance.

An attempt to renovate and rescue retired city buildings for child care use involved the City Planning Office, which has initiated meetings with Neighborhood Associations to discuss the potential interest in such efforts. If associations want to use the buildings for child care purposes, the MOCY Child Care Coordinator will be available for consultation and technical assistance.

The Family Development Center, administered by the Office of Employment Development, in cooperation with the City Department of Public Housing, Departments of Health, Recreation and Parks, and Urban Services is designed to increase the self-sufficiency of low-income families in a public housing project. The comprehensive services available to families include employment development, literacy, parenting education, and pre-school and school-age child care. The school-age child care center run by the Recreation and Parks Department uses the entire third floor of a public school building. MOCY advises the Family Development Center on issues of quality. The OPTIONS Program, a city workfare program, administered through the Office of Economic Development, provides child care for the children of program participants and trains mothers to work in school-age child care programs. MOCY consults on the training programs, field placements, and job placements.

The Federal Dependent Child Care Block Grant provides Baltimore with $5,000 for the start-up of five school-based school-age child care programs sponsored by local PTA groups. Approximately 160 children are being served in these new programs. MOCY received an additional $2,000 to coordinate and fund the city-wide conference held in March 1989. As of April 1989, there were fifty centers in Baltimore licensed to care for school-age children. Twenty-two are combined with pre-school programs; twenty-eight are school-age child care only. Ten centers are in the process of being licensed. This represents a 230

percent increase over the number of centers and slots available in Baltimore in 1985.

The Child Care Coordinators in MOCY are permanent, full-time city employees. They are responsible for inventories of available child care in the city, updating the needs assessment, reviewing local and national child care initiatives, identifying fiscal resources available to expand child care, and developing long range planning in the public and private sectors. In addition, the Coordinators are members of the interagency working groups and serve as liaisons to the State licensing agency and to advocacy groups. MOCY must seek additional funds for travel and resource materials. The Coordinators report to the Director of MOCY.

The Coordinators are currently exploring child care resources for city employees and residents with other departments, and an interagency working group has been established. There are no formal interdepartmental meetings involving child care issues at this time. The Coordinators are expected to be in touch and network with the Maryland Committee for Children, a State Advocacy group, and local child care organizations. In the past, the Coordinator of Child Care was involved in the consolidation of licensing under a single state agency (as of July 1988, the State took over the licensing of child care programs from the City). Before the establishment of the Coordinator's position in MOCY, there was no central coordinating entity for the number of different municipal agencies involved in delivering child care.

The Commission for Children and Youth sub-committee for child care, formed in early 1989, reflects the interest and commitment of the Mayor and the Commission to child care issues. Approximately fifteen volunteer members, including representatives of the Commission for Children and Youth, the child care community, and the community at large, were appointed for one year by the Commission with recommendations from MOCY. The Committee is expected to continue a review of child care needs and follow-up on child care initiatives already submitted.

Current Issues

Affordability is the major issue confronting parents. Issues of quality have become more of a public concern, since licensing changed from a city to a state function and regulations were changed. The Maryland Committee for Children, an advocacy group, is working on quality issues and studying how parents as consumers determine the quality of child care programs. Given incomes in the

city, the major questions are how do you get child care where it's needed and what creative ways can be developed to access additional funds for child care? According to the respondent, money remains a major barrier to addressing important child care issues. Child care must not only be creative about funding, but it must develop other partners in service delivery.

There has been a great deal of political support for child care issues in the city. The Mayor is very supportive and local officials are aware of the need for child care. Child care ranks three on a scale often with elected officials relative to other major problems in the City. One priority for the City is finding ways to use different funding sources, and in particular, how to maximize state funding for child care that may be earmarked in another funding stream. Other city agencies wish to explore this issue as well. Future directions for Baltimore include the workfare program, Project Independence; expansion of child care training opportunities at the local community college; and the provision of child care for adolescent parents while they complete their high school education.

Conclusions

The Director of MOCY feels that the Office for Children and Youth has moved school-age child care forward. There has been real growth in the number of school age child care programs and slots, and Baltimore has initiated many innovative efforts in school-age child care.

Bloomington, Indiana

Bloomington, Indiana
(Population 51,646)

Contact:
Wendy Perry
Director of Day Care Resources
City of Bloomington
Human Resources Department
PO Box 100
Bloomington IN 47402
(812) 331-6430

In Bloomington, city government involvement in child care has increased the amount and the availability of child care. Nine new family day care homes have been made available, and two new child care centers have been established, and local businesses are helping their employees afford good child care.

Much of this progress can be credited to the city's Office of Day Care Resources, which provides child care information and referral services to city and county residents and to people who work in Bloomington.

The city provides all employees and residents with a computer based child care referral system and has developed a map that identifies where additional facilities are needed. The city also offers its employees a cafeteria benefit plan and provides for dependent care salary deductions. (Dependent care salary deductions allow a person to have their child care expenses deducted from their wages and placed in a pre-tax account. The balance of their wages are then taxable.)

The public schools provide twelve school-age child care programs and vocational-technical training in child care in the high school. In addition, the Department of Human Resources works with employers and providers to encourage the development of child care resources. The Department also administers the child care food program for family day care providers in the community and Title XX/SSBG funds for child care subsidies in a five county area. The Department does not engage in the actual licensing of child care programs but will help monitor programs if the state or county Department of Public Welfare is having problems.

Because the city administers the federal child care food program in Monroe County for the state Department of Education, monthly training is available for

family day care providers; other providers are also invited. The Department of Human Services also monitor the meals provided in family day care homes under the child care food program.

The Department is working to establish a neighborhood safe-house program that would use family day care facilites as safe houses. These providers have already been checked out by the county Welfare Department as part of the licensing process.

The responsibility for municipal day care involvement is largely in the hands of the Director of Day Care Resources. The Director is responsible for a computer data base of all licensed child care providers and an information and referral system that provides information free of charge to parents. Together with 4C, (the local community coordinated child care agency, which provides information and referral, training and helps coordinate child care related activities), the office publishes a free *Monroe County Guide* listing all centers and nursery schools, with detailed information on each listing, as well as a checklist for selecting quality care. For employers in the community, the office has developed information packets on a range of day care related options including tax deductions and credits. The director also speaks extensively on these issues. While the Welfare Department is responsible for licensing, the Director of Day Care Resources does provide help with licensing issues for companies considering on-site care and for community day care providers in negotiating the licensing process. The promotion and sponsorship of professional programs for day care providers helps to improve the quality of care available in the community.

The Office of Day Care Resources functions primarily as the central resource for child care. The position provides a resource on all issues related to child care in the city including promoting employer-sponsored care, supporting day care providers and acting as a liaison with the state and county welfare offices. The major focus of office activities is on Monroe County, but they do help people who are non-residents and work in Bloomington.

The Director of Day Care Resources reports directly to the Director of Human Resources. The office is staffed by the Director of Day Care Resources (half-time), a receptionist and borrowed support staff. Two assistants are available to help the Director with the administration of the child care food program for family day care providers and Title XX/SSBG funds for the county. Administration of the two programs, funded by state and federal funds, constitutes the second half of the Day Care Resources Director's position.

The Director's position, a half-time job, is funded under the annual appropriation to the Department of Human Resources. The total for the position is $10,000 per annum plus other costs of $1,850 for an annual total of $11,850 to support the half time position of Director of Day Care Resources and related incidental office expenses. The Human Resources Department provides in-kind secretarial support, office space, and telephones.

The city receives additional funds from the state/county to administer the child care food program and Title XX/SSBG day care subsidies. The fiscal 1989 total for the child care food program is $254,000; the approximate total for Title XX/SSBG is $149,000.

The Monroe County Community School Corporation provides space for school age child care programs at twelve out of the fourteen elementary schools in the city. While the programs are run by the school, they are financially self-supporting through a combination of parent fees and $12,000 of Title XX funds for low income families. In addition there is a day care center in the high school used to train students in child growth and development. The School Department employs a child care coordinator for school-age child care. This coordinator is responsible for the direct provision of services in the schools.

The relationship between the Director of Day Care Resources and other municipal departments is mostly one of outreach. She does work with the unemployment department, welfare and displaced homemakers programs. Formal interagency agreements are in place for Title XX/SSBG and for children under protective services with the state Welfare Department but most coordination and collaboration is done informally and not on a regular basis. The Director is very involved with private child care organizations in the community and chairs the local 4C groups and is involved in creating a local chapter of the Indiana AEYC. Her relationship with the state is through the county welfare department for whom she administers local Title XX funds and the child care food program. Helping local providers through the licensing process brings her into close contact with the county welfare department which licenses family day care and the state welfare department which licenses day care centers.

Background

In the mid-1980s, municipal government joined with the local Community Coordinated Child Care Committee (4Cs) and Indiana University to conduct a study of child care needs and resources in Monroe County. The study published in 1986,

provided a starting point for the city's involvement in child care. The major recommendation of the study was for the city to fund an office for child care. The major participants in the study from city government, included the Mayor, who was very excited about the study and the Director of Human Resources. There was no resistance in municipal government or in the community to the establishment of the position, and although the City Council did not initiate this effort neither did it resist it. There was no specific child care task force or committee involved in the development of the position beyond the group conducting the study.From the initiation of the study, it took approximately two years to staff the position in July, 1987. The position was created by formal approval of the city council and is annually reviewed and refunded.

A municipal child care advisory committee was established by the Director of Day Care Resources in November, 1987 in order to increase the input from the community. This group was established without a formal mechanism (such as an ordinance) and consists of approximately twenty people who have been asked to make a one-year commitment to meet once a month. The group includes elementary school teachers, physicians, and representatives from unions, the county council, licensed family day care and center providers, 4Cs, Indiana AEYC, media, single parents, Indiana University, small and large businesses, and the state legislature. The Director of Day Care Resources chairs the group and reports monthly on the activities of the office. The city has no formal child care policy, but it is preparing a formal policy for submission to the city plan.

Current Issues

There are three major child care issues confronting the community – the need to improve quality by bringing regulations into the 1980s, making child care workers true professionals, and the need for additional funding to make child care more affordable, especially help from employers. Certain areas of the city and county have absolutely no child care available.

There are no specific barriers to finding remedies to address the issues except the availability of funding. In terms of quality issues, the community is just beginning to ask questions. The political climate is very much in favor of dealing with child care and the Director has networked with local elected officials to gain their support and suggest ideas for them to consider. On a scale of one to ten, child care would rate as a seven in importance in relative to other major issues confronting the city.

One county commissioner is proposing a set-aside of $50,000 for child care scholarships to ensure an economic mix in day care centers. Until the present time the county has not done anything around child care issues. The city is considering adopting a formal child care policy. The chances are good that both efforts will succeed, but the scholarship fund may be less than the amount requested.

Child care priorities are to secure more funding for child care services, to move toward a full-time position for the Director of Child Care Services, and to develop a brochure on child care services to disseminate in the community.

Conclusions

City involvement in child care has increased supply both in family day care (nine new homes) and in the establishment of two new centers. Two local businesses are offering pre-tax account benefits, and one fast food employer is offering child care subsidies. The Office of Day Care Resources has sent out many employer packages and has noted a large increase in interest and concern in the community around child care issues. Those who are interested in starting child care have been helped by having people available to answer their questions. The information and referral service has been able to help 208 families with child care needs during the past eleven months and information from the referral service has been valuable in assessing community needs. The success of the office is measured by direct results such as the child care subsidy offered by the fast food employer and occasional feedback from parents regarding successful referrals.

Boston, Massachusetts

Boston, Massachusetts
(Population 562,994)

Contact:
Elaine Taber
Mayor's Advisor on
Women's Issues
Boston City Hall
Room 608
Boston MA 02201
(617) 725-3138

While Boston does not have an Office for Child Care or a Child Care Coordinator, it does deliver child care services through a variety of municipal agencies and departments, with some coordination from the office of the Mayor's Advisor on Women's Issues. Between 1984 and 1988, the City of Boston spent more than $4 million on child care services. Other municipal departments involved in providing child care include the Community Schools, Public Facilities, the Boston Housing Authority and Parks and Recreation. (The Comunity Schools are separate from the Boston public schools and provide education, recreational, and child care services, as well as services to the elderly, through neighborhood-based facilities.) The Mayor's Office of Jobs and Community Services uses Community Development Block Grant funds for a variety of child care related initiatives and the public schools provide early childhood education and some child care with a combination of local funds and state early childhood education grants (Chapter 188).

Background

The position of the Mayor's Advisor on Women's Issues was created by Executive Order in 1984. When the current Advisor was hired in 1988, the Mayor requested that the Advisor coordinate municipal child care activities as well as advise on other women related issues. A number of municipal departments are involved in child care but there is no specific coordination of these efforts nor any specific municipal policy on child care. A Child Care Coordinator's position in the Mayor's Office of Jobs and Community Services was staffed for a period of time but is now vacant and the Mayor's Advisor has taken over some of the tasks of that position. The Community Schools have a coordinator for school-age child

care programs run by Community Schools in the public schools. Child care has been on the agenda of several citywide advocacy and advisory groups during the past few years but these efforts have yet to result in the development of a municipal child care task force or a comprehensive child care policy.

Current Status

The City of Boston is currently involved in constructing a child care facility in City Hall for municipal employees. The city will provide space, utilities and liability insurance as its in-kind contribution. The renovation for the new facility will cost about $500,000, which will come from the Public Facilities Department using capital planning funds. The center will be run by the Community Schools, which also run a number of other child care programs in public schools and recreation centers throughout the city. The facility will use a sliding fee scale but will not be subsidized by city funds.

The city is also considering developing an in-house child care resource and referral service for municipal employees. At present this service is available, to some extent, to all city residents and employees through the partially state-funded Child Care Resource Center.

The Parks and Recreation Department has committed about $1 million to create Tot Lots throughout the city to increase the amount of safe and clean recreation space available for young children.

Child care has also been a focus of the Community Schools. These programs, which use space in public schools and in community recreation centers, serve nine hundred children per year. With the exception of two neighborhoods that run their own prekindergarten and school-age child care programs, all other child care provided by Community Schools is centrally administered. The Community Child Care Manager, (who manages the preschool programs), and the newly hired After-School Program Manager, other administrative personnel and all direct service staff, (such as teachers and aides at the individual program sites), are city employees. There are ten after-school care programs, eight prekindergarten full day child care programs, and four Tiny Tot programs, which provide care for 3 and 4 year olds, two to three days per week. The city does not pay the schools or the recreation centers for the space it uses. Some funds from general revenues are used to match state Department of Social Service (DSS) funds for subsidized child care at two of the school-age child care programs. An additional three prekindergarten programs and eight school-age child care programs have regular DSS contracts that provide subsidized care using a sliding fee scale.

Boston, Massachusetts

The expansion of school-age child care has become one of the major focuses of attention of the Mayor's Office, other municipal departments (Jobs and Community Services) and community advocates (Parents United for Child Care), which has been awarded a grant from Jobs and Community Services to conduct a needs survey for school-age child care in the city. The public schools also house some extended day and full-working day kindergarten and pre-kindergarten programs using a combination of public school and state early childhood funds. One of these programs is in a public housing development.

Additional city involvement in child care is through the Housing Authority, which provides some child care in public housing facilities using federal, state, and local funds. The Housing Authority has also provided start-up funds for school-age child care programs in at least two public housing developments.

The city's Physical Improvement Program under the Public Facilities Department has provided funds for facility improvements to community-based, non-profit child care programs. Jobs and Community Services has also been providing funds (CDBG) for renovations to community child care facilities. Public Facilities has also given special consideration to proposals for the use of vacant city-owned buildings, which include child care facilities. For example, one city-owned building has gone to a developer who included an on-site child care center; another building will be revitalized by three labor unions who plan to use the first floor for child care.

The zoning code has been amended to permit family day care as an allowable use rather than a use requiring a zoning variance. The Mayor's Advisor is currently working with the Boston Redevelopment Authority (BRA) to require developers of commercial building over 50,000 square feet to include space for child care or elder care in the facility or contribute money to a city child care fund.

The Mayor's Advisor estimates that in the first six months on the job she spent half her time on child care related issues including: helping to set up the child care center for municipal employees, working on family day care zoning changes and working with the Redevelopment Authority on the linkage agreement project for developers. She staffs and chairs the municipal Women's Commission, represents the Mayor on committees (including a Comparable Work Commission and the Mayor's Task Force on AIDS) and is advisor to the Minority and Women's Enterprise Commission. The Mayor's Advisor also works on special projects. There is no formal job description.

The focus of the position is to be an advocate within city government and in the city on issues that affect women, including child care. At the time the current Advisor was hired, the Mayor wanted the Advisor, in part, to coordinate municipal child care activities across municipal departments and to formulate a city child care policy. The Advisor is a full-time, permanent municipal employee at the department head level. The Office receives $107,000 in general funds for the Advisor, two staff, and the costs of a newsletter. At the time the current Advisor was hired, funding for the office was increased to add a second staff person to cover child care responsibilities. The Advisor reports directly to the Mayor, and uses the Women's Commission, child care advocates, state child care related services and the Mayor's Policy Office as resources. She attends monthly department meetings and has been working closely with Public Facilities, Community Schools, and the Office of Personnel Management on current child care projects. An internal work group meets to discuss the needs of municipal workers and the Advisor chairs a working group on the City Hall Child Care Facility. She meets informally with the state Office for Children, child care advocates, Child Care Resource Center staff,and meets with the Boston Redevelopment Authority about the downtown development projects. She keeps in touch with the Governor's Advisory Committee on Women's Issues and the Corporate Child Care Committee in the Executive Office of Economic Affairs.

While there is no specific general child care task force in the city, the Women's Commission is actively involved in child care issues. The Women's Commission, established by a 1984 Executive Order, is a permanent body, and consists of fourteen members appointed by the Mayor. The group is a geographic and racial/ethnic mix of city women. Their task is "to assist the women of the city to overcome all barriers to full equality and equal participation." This is to be accomplished by research, educational outreach, advocacy and special projects. They advise the Mayor, advocate for women and work on projects, as needed. The city has no formal child care policy at present.

Besides the Commission, many other organizations, advocacy, and parent groups in the city are involved in child care. The partially state-funded Child Care Resource Center, which provides child care information and referral, research, consultation to businesses, training for child care providers, and day care voucher management for the state's workfare program, E.T. Choices. The Metro Boston Child Care Task Force is dedicated to stimulating the growth and quality of child care. Parents United is one of at least twelve different groups in the city that have put school-age child care on their agendas.

Current Issues

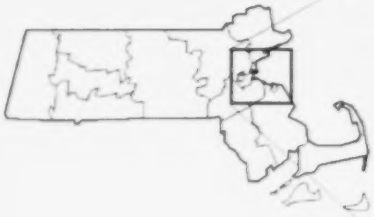
The major issue is the need to stimulate the growth of affordable, quality child care. This is happening to some extent through the zoning changes, the Boston Redevelopment Authority's child care linkage efforts in downtown development, and the development of the City Hall Child Care facility for city employees, which is seen as a prototype for further child care facilities for municipal employees. While there may be no specific municipal barriers to expanding child care facilities, space in Boston is expensive and at a premium for non-commercial use. According to the respondent, one direction to pursue is to find ways for the city to stimulate the supply of qualified day care staff. This is particularly important in view of the shortage of workers and the low child care salaries.

The current political climate for child care is generally positive. The Mayor has taken a leadership role on child care issues. In the last presidential elections, the Mayor raised the child care issue to the Democratic Platform Committee. The City Council presents a more mixed reaction, with some Councilors testifying for, some against things like the family day care zoning amendment. The major new child care initiative is the downtown development linkage bill. Prospects appear good but are dependent on the action of the Redevelopment Authority Board. The new development requirement would augment the existing linkage fund of $6.00/$1,000.

Conclusions

The major accomplishments of the last year include the establishment of City Hall child care center and the passage of the family day care zoning amendment. The Mayor has successfully focused on child care, so that a number of municipal departments are beginning to see child care as a priority.

Cambridge, Massachusetts



Cambridge, Massachusetts
(Population 95,322)

Contact:
Jacquelyn Neel
Childcare Division Head
Department of Human Service Programs
Inman Street
Cambridge MA 02139
(617) 498-9076

The Childcare Division of the Cambridge, Massachusetts, Department of Human Services Programs currently manages and staffs twelve child care programs housed in Cambridge public schools. Four of these programs provide care to preschool children, and eight care for school-age children after school, making the Childcare Division the city's largest single child care provider. The operating budget of the Childcare Division for fiscal year 1989 is approximately $746,355, of which the city provides $137,400 for administration, personnel and scholarships. The remaining funds are from parent tuition, state subsidized day care contracts and day care vouchers, and the federal child care food program. The DHSP Planning Division provides CDBG funds to support the Child Care Resource and Referral agency, a local nonprofit agency that provides information and referral services to city residents and technical assistance and training to day care providers. The Cambridge Public Schools also house three child care programs managed by independent parent groups, and one infant-toddler program managed by the public schools.

Background

Municipal involvement in child care began under the Community Schools, which responded to parent's needs by first organizing play groups and later, in cooperation with the Department of Human Services, by securing space and seed money for setting up child care programs. Initially, all programs were self-supporting. In the 1970s, a municipal resolution established the right of all residents to 24-hour free child care. While this resolution did not succeed in establishing a universal free child care program, its passage did result in the organization of the Child Care Resource and Referral agency, which became the first such resource

and referral agency in the state and the resolution did set the tone for child care in the city.

A 1979 city ordinance established the Department of Human Services. The Department undertook a review of city child care efforts and tried to bring some uniformity to quality and salaries in community child care programs. At this time the Child Care Coordinator's position under Community Schools was established by the Department of Human Services. In 1986, the city formally created a separate Childcare Division, which centralized child care related activities.

There was little resistance to the development of the Childcare Division since there has been general agreement that the city should support the administration of existing city run child care services and provide a coordination function. There has been, however, some question whether the city should be providing child care as a municipal service in the first place. Attempts to establish a child care center for municipal employees resulted in the creation of a task force to determine the need for such a program; insufficient interest was expressed and no further action was taken.

Current Status

The major focus of the city's Childcare Division is the staffing and administration of the city operated child care programs. The city provides funds for the administrative staff, which includes the head of the Childcare Division, an education coordinator, a registrar, a program assistant, and forty-five direct service program staff (twenty-four in the school-age child care programs; twenty-one in the preschool programs). The city operates eight school-age child care classrooms providing after-school care for 180 children and two half-day and two full-day preschool classrooms serving 100 children. Municipal revenues have been committed over the past three years to cover the costs of central support and administration. The primary financial support for the program, however, comes from the tuition charged to parents. The city also provides scholarship assistance from municipal funds to tuition paying families. In 1988, 54 children received partial scholarships on a sliding fee scale from this source for the first time. In addition, tuition assistance support is received from the state's Department of Social Services for 36 income eligible children and 30 children receive services supported by child care vouchers from the state's Employment and Training Program (E.T. Choices). U.S. Department of Agriculture funds are also used in the program.

The Cambridge School Department provides space and limited transportation for the child care programs of the Department of Human Services. Space is generally shared with the regular school programs, and there is no guarantee from year to year that the space will remain available. Transportation is limited to transporting children at the end of the regular school day from one elementary school to another on existing routes and on a space-available basis. The schools provide the Childcare Division with lists of new kindergartners so their families can receive information on the after-school program. The Child Care Registrar participates in Parent Information Meetings organized by the School Department. While the Childcare Division receives no funds from the Public Schools for its programs, it also does not pay for the use of school facilities.

The total operating budget for the Childcare Division for fiscal year 1989 was $746,355, of which the city provides $167,400 for administration, personnel, and scholarship assistance. The remaining funds comes from parent tuition ($350,000), state subsidized child care contracts and vouchers ($210,995) and the federal child care food program ($18,000). Some fund raising does take place. The Recreation Division holds an annual road race, which brings in $30,000 to $35,000. Last year the proceeds went to child care. Parents also raise funds for the individual classrooms. Additional fund raising is deemed necessary if the Division is to continue to expand services, provide good salaries for the unionized staff, and scholarships for families that need help. Priorities for obtaining services in the city-run child care programs are somewhat informal and include: neighborhood of the child, children attending specific schools (due to open enrollment policies); adjoining neighborhood; city wide; city employee and finally those living outside of the city.

The Department of Human Services uses $50,000 per year from Community Development Block Grant funds (CDBG) to support the local child care resource and referral agency, CCRC, which provides information and referral services to local residents and technical assistance and training to day care providers. CCRC also publishes a directory of local child care services.

The public schools also house several other child care programs. Three child care programs housed in the schools are run by parent groups. The public schools also provide a Special Needs Preschool, a teen parent infant-toddler program at the city's high school, and a home-based program for preschool children.

The city has done relatively little to provide child care related benefits to city employees. The Childcare Division did attempt to conduct two lunch-time child

care information seminars for city employees but they were poorly attended and were discontinued.

The Childcare Division provides in-service training for municipal child care staff every six weeks and also provided the first city wide training for all school-age child care providers in the city. These independent providers have now formed a support group of their own. The Day Care Unit routinely evaluates its own programs, all of which are licensed by the state.

The city does have one partnership agreement with a local non-profit day care provider, to whom it rents out a building, originally built for child care with Model Cities funds.

At present the city does not have a formal child care commission or advisory group. The Division head is in the process of creating an informal city wide parents committee to focus on trends in programs, tuition, and other program issues. Its tasks will include information sharing, community education and advising the Childcare Division Head. There have been several preliminary meetings. The group will have fourteen members, two parents from each program. Parents wanted the composition left open. The Department of Human Services, using federal JOBS Bill funds, conducted a survey of the types of after-school care available in the city. One result of the survey was the formation of the Alliance, an independent provider group.

The Child Care Coordinator (the Childcare Division Head) is responsible for staff, budget, programs and policies of the twelve municipal child care programs. The Coordinator administers grants from the Department of Social Services and the U.S. Department of Agriculture. The Coordinator evaluates the Division run programs and surveys needs, primarily through surveys distributed by the Community schools. The Coordinator is the primary liaison with school department administrators regarding use of space and transportation, and serves as a representative to other agencies, organizations and advocacy. The major focus of the Office is overseeing the provision of direct child care services and subsidies, negotiating for space and service expansion, locating new resources, and maintaining high quality while keeping services affordable.

The division includes the equivalent of three full-time support people and a direct care staff of forty-five. The Division Head is a permanent, directly salaried municipal employee. The current Division Head has held the position since 1981. The Coordinator reports to the Assistant City Manager for Human Services and turns for information to this person, to CCRC, to state agency colleagues and to

peers. Relationships with other city departments are good and planning support is available from the departments. Informal agreements, based on clarifying memos, are in place with the public schools for space and transportation arrangements. Building inspectors are very responsive to Division needs. While there is a formal mechanism to bring division heads together on a regular basis, such meetings are held informally at present. The longevity of the Childcare Division Head is responsible for the good coordination and communications that exists. The Coordinator has good access to school Headmasters and custodians. The public schools do have coordinators for elementary and preprimary education but neither of these positions coordinate with the Child Care Coordinator.

The Coordinator is very active in the local child care community and is a member of the Cambridge Somerville Child Care Alliance, has served on the local Council for Children, belongs to National Association for the Education of Young Children and other advocacy groups. Relationships with the state are strong, particularly with the Department of Social Services, which has contracts with the city.

Other groups in the city that are active in child care include the local Chapter 188 Advisory Council. This group, which is responsible for the pre-kindergarten and child care programs funded under the education reform legislation, is quite active and recently completed a survey of municipal early childhood program needs. The Child Care Resource Center (CCRC) in addition to providing information and referral and technical assistance, also does consultation to employers, conducts surveys of child care provider salaries, and administers day care vouchers for the state's employment and training program (E.T. Choices) and does resource planning and development. CCRC carries out some of the functions that in other cities are within the purview of the Child Care Coordinator. The Cambridge/Somerville Child Care Alliance (a day care provider group) serves a networking function for day care providers. The local Council for Children (of the state Office for Children) also has some involvement with child care.

Current Issues

Major issues for the community are recruiting and maintaining staff, particularly school-age child care staff. Even when the city pays higher salaries, it is still hard to hold on to staff. There is an continual need to raise salaries and yet keep tuition affordable. Space, particularly in city owned facilities and schools, remains a problem.

Current priorities for attention include the need for local colleges to produce specific curricula for school-age child care and produce qualified staff for these programs. Schools and municipal facilities need to renovate space for child care. Benefits for city employees need to include child care in a flexible benefit. None of these changes will occur soon, but one local college has expressed interest in developing an early childhood education center.

Conclusions

According to the respondent, the city's program has grown by leaps and bounds since 1980. The amount of care, the quality of care, the recognition in the community, parent involvement and appreciation of efforts and positive evaluations of the program attest to the legitimacy and permanence of the Childcare Division. When the Child Care Coordinator goes to the Assistant Manager and says "This is a real need", there is a response.

Carbondale, Illinois

Carbondale, Illinois
(Population 26,414)

Contact:
Donna Haynes
Coordinator
Irma Hayes Center
441 East Willow
Carbondale IL 62901
(618) 457-3302

The City of Carbondale operates a child care center that serves a total of 171 children ranging in age from six weeks to five years. The child care center has been in existence since the 1960s, operating as a non-profit center run by Church Women United until it was taken over by the city in 1975.

The public schools provide preschool services under the state's "children at risk" initiative. In addition, the schools are involved with a new school-age child care program (Project Leap) in collaboration with the Recreation Department. There appears to be no coordination between the city-run day care center and the public schools and Recreation Department initiatives.

The Coordinator of the city's Irma C. Hayes Child Center is a full-time, salaried municipal employee. The Coordinator oversees the total operation of the child care program including: supervision of staff and volunteer, grant and contract development, staff training, parent education, budget preparation and monitoring. The Coordinator is also the agency liaison with community agencies and with state agencies. The coordinator is personally evaluated twice yearly and the position is evaluated within the budget process. Last year the decision was made to make the position full time to comply with state licensing requirements.

The Coordinator reports to and is supervised by the Director of the Division of Human Development. The Coordinator does not have contact with other municipal departments nor does there appear to be any non-school municipal child care efforts. The Coordinator is a member of the local chapter of Illinois Association for the Education of Young Children, and is on the Board of Directors of a local college which provides an early childhood education program. Relationships with state child care agencies have to do with licensing issues

and funding issues of individual families with the Department of Public Aid (Welfare) or with the Department of Children and Family Services (DCFS) regarding the center's Title XX/SSBG contract.

The Coordinator's position is funded through the Division of Human Development of the city's Community Development Department. The child care center is supported through a combination of funds from: municipal revenue sharing, parent fees, state Title XX/SSBG and the child care food program. The total annual budget for the child care center is $329,125. No direct local tax dollars support the child care center operations. From time to time the center has received some Community Development Block Grant funds.

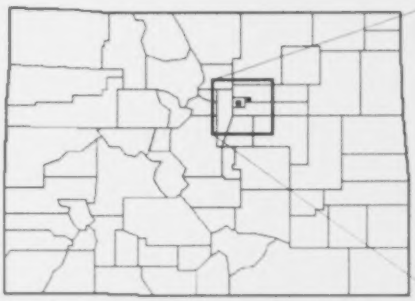
Current Issues

Several major child care issues face the community. Many parents cannot afford the full cost of child care; for many, transportation to child care is a serious problem. Child care for infants is in short supply and costs for this type of care pose serious problems as does liability insurance issues. There is an urgent need for sick child care programs and for higher salaries for child care staff to reduce high turnover rates.

State involvement in child care needs to increase. The respondent believes that Southern Illinois does not get its fair share; most of the state resources go to Chicago. Carbondale is a small town and thus has very severe budget limitations in terms of what it can do in child care. While the Division of Human Development is very concerned with the development of child care services it is limited by having to address other priorities. Also, "soft" services, like child care, have to compete with "hard" services like police, fire, and sewers.

Priorities for the community include expanded infant care and sick child care. The respondent does not feel that it is likely that the city will fund these services, support will more likely come from employers.

Denver, Colorado



Denver, Colorado
(Population 492,686)

Contact:
Martha Daley
Director
Office of Child Care Initiatives
Suite 1600
303 West Colfax
Denver CO 80204
(303) 575-2731

The City of Denver is involved in child care primarily through the Office of Child Care Initiatives established on a permanent basis in 1985. The city's major involvement is to support child care efforts for city employees, thus serving as a model for other Denver employers. Municipal funds support a Salary Redirection Plan for city employees, and the city has made arrangements with a number of local child care facilities to give city employees a discount on child care services.

Background

Before 1983, the city's effort on behalf of child care was to offer rent free space to one non-profit center for low-income clients.

The Office of Child Care Initiatives had its beginnings in Mayor Federico Pena's 1983 campaign promise to address the needs of working parents. A forum on women's issues was held and child care was identified as the top priority.

A part-time Child Care Coordinator was hired in May, 1985. The Coordinator's major task was to conduct a needs assessment of 2,300 city employees. A random survey of city employees in the fall of 1985 showed a high degree of interest in child care and provided information on the impact of child care problems on work performance, and issues of finding affordable care. City employees were very interested in the concept of employer-supported child care. Initial plans included a child care center for public employees, but there was a great deal of community opposition to this center, particularly to the idea of using public funds to support this service. In addition, partisan challengers of the Mayor used the issue in the campaign and the center for municipal employees was never opened.

Denver, Colorado

The present permanent, career service municipal Child Care Director's position was established in January, 1986. The Director's charge is to create and implement child care services for 11,000 municipal employees at the request of the Mayor; to increase public awareness of child care issues; and to streamline the licensing processes.

Current Status

The city's major current effort in child care is to be a model for other area employers. Through an Employee Salary Redirection Plan, supported by an annual $47,000 appropriation from the general fund, city employees can pay for child care with pre-tax dollars. The city saves an estimated $100,000 or more each year in social security taxes.

The city has arranged for 112 local child care facilities to give city employees a 10 percent discount on child care costs. The city provides a child care information and referral service for city employees, and publishes materials on selecting child care. The city also provides discretionary flex-time and flex-place arrangements and up to three months of unpaid parental leave for both fathers and mothers.

Some limited training and technical support is offered through city licensing offices. The Department of Health and Hospitals licenses both child care centers and family day care homes; its standards exceed state minimum standards. The city helps to streamline this process through providing information, technical assistance, and hands-on coordination of the licensing process. The city has changed local zoning requirements to comply with state recommendations to facilitate the development of child care facilities. Recommendations are being developed on zoning issues, as well as requirements for developers regarding the provision of child care, in particular for the airport and convention center.

A special Child Care Resources and Incentives for Business Study Group (CRIBS) began meeting in January 1988. Its members represent developers, city agencies, including the building and planning departments and the Office of Child Care Initiatives, day care providers, and businesses. The group was established to encourage the development of employer-supported child care options by private industry and other public-private incentives in order to encourage the expansion of child care resources for working parents. The CRIBS draft report issued in December, 1988 dealt with five areas: child care incentives; zoning, building, and licensing code changes; cooperative use of resources; affordability and availability; and employer and employee education. Among the recommen-

dations: use of city-owned buildings for child care, creation of revolving loan funds or revenue bonds for child care start-up, and modification of existing zoning codes to allow family day care in all appropriate districts.

The position of Director of the Office of Child Care Initiatives is a full-time municipal position, funded out of the city's general fund, supported primarily by tax revenues. The budget for the Office is part of the Human Rights and Community Relations budget. The total fiscal year 1989 budget is $35,000, which covers the Director's salary and some part-time secretarial support staff. The Office of Child Care Initiatives is among the offices of the Human Rights and Community Relations Department. The Director reports to the Mayor's Office and turns to this office for information and advice.

While there is no formal job description, the Director of the Office of Child Care Initiatives is expected to:

- Provide child care information and referral services for parents employed by the city.
- Maintain an updated information file on the child care resources available in the community and on the corporate discount program, which provides reduced rate child care for city employees; provide information on the salary reduction plan for child care, and parent education.
- Market these services through internal city publications and evaluate the success of these efforts.
- Maintain agreements with child care service providers which accept the city employee discount, conduct annual reviews and during fiscal year 1988 solicit at least five new day care vendors.
- Act as staff liaison to the child Care Advisory Committee with particular attention to carrying out surveys and planning the development of child care facilities in the new Airport and Convention Center.
- Help streamline the child care licensing process by seeing one child care center project through the process to completion by acting as a resource to the potential operator.
- Review the streamlined procedures with the appropriate city agencies and make any necessary changes.

- Promote employer-sponsored child care in other businesses through public appearances and as a member of the Board of the Work and Family Consortium.
- Represent the city on The Denver Public School's Child Parent Education Resource Center Advisory Committee, the Governor's Steering Committee on Child Care, and the Work Family Partnership Project.

Relationships with other municipal departments are through agency heads, since the Director has no direct-line authority. While there are no municipal intraagency agreements guiding child care efforts, child care policy is part of the city's Comprehensive Plan, which is in the process of being implemented. The Comprehensive Plan calls for a child care needs assessment when developers wish to build but it is difficult to coordinate activities such as this across departments. Although there are no regular interdepartmental meetings, all agencies related to licensing do meet, and municipal departments are represented on the Child Care Advisory Board. The Planning Office does involve the Director in developing the city's comprehensive plan, and the child care office is used as a resource by other departments.

The Director is involved with many community child care efforts, attending meetings and serving on committees (see above). The Governor recently appointed a state-level child care coordinator and the Director serves on a state child care task force.

The Mayor's Child Care Advisory Committee was created in May, 1985 (at the same time the Director was hired) by executive order. Members of the Advisory group serve a two-year term. The twenty members, appointed by the Mayor, represent parents, the business community, the PTA, city employees, city council, city administration, the public schools, the Denver Consortium, the resource and referral agency, city-wide child care agencies, child care provider organizations, and child care or child development professionals. Their task is primarily to provide advice and recommendations on child care issues, particularly for city employees. The Director staffs the advisory group.

The city formally adopted a child care policy as an executive order in July, 1989 on the recommendation of the Policy Committee of the Child Care Advisory Committee, although it is not yet in the form of an ordinance. The Child Care Policy Statement proposes to:

- continue to streamline the child care licensing process to encourage more child care;

- review the effectiveness and efficiency of the city child care licensing process;
- promote and market child care as a critical part of the economic development of the City;
- provide a model for other community employers through the municipal child care programs of the Office of Child Care initiatives.
- facilitate community education on child care issues;
- explore and offer incentives to encourage the development of employer-sponsored child care by private industry;
- promote the adequate provision of child care facilities in the city through the planning process including exploring the feasibility of including child care facilities in new developments;
- include child care as an integral part of welfare reform; and
- promote policies that enhance quality care of children and quality child care opportunities for all children and families.

Current Issues

One of the most important current issues is the prevalence of unlicensed, illegal child care. Parents choose it for convenience and affordability, despite the fact that it is not regulated. Another problem is that there are two tiers of child care – the private system and the subsidized system. There is little economic diversity in either system, and quality can be higher in the private system since the state subsidy is not equivalent to the market rate.

Denver also needs to concentrate on developing infant care since there is a glut of preschool care. Licensing regulations and the costs associated with meeting these regulations continue hinder development of an adequate supply of infant child care.

It is difficult to gain control of the unlicensed system without sufficient money to pay licensers to enforce the regulations. Without added funds, the subsidized centers and family day care homes for low income families will have a difficult time competing with the quality centers charging market rates. One of the reasons for the low level of funding for child care is lack of public understanding of how child care works in Colorado. In part, this lack of understanding is the product of a failure of child care advocacy.

The major initiatives are the comprehensive plan for Denver which includes child care, the recommendations for employer incentives from CRIBS, and the development of child care facilities at the new airport and new convention center.

Priorities for future development of municipal child care resources includes increasing the number of licensers, more funds for child care, further development of the city as model employer, and encouraging the state to subsidize child care for welfare clients up to the market rate. The prospects appear good for city level efforts because of media attention and community pressure.

Conclusions

The "City as Model Employer" program has been a real success according to the Director of the Office of Child Care Initiatives. More than 112 facilities give city employees a 10 percent discount on child care. The city helps employees locate child care and counsels employees on child care related concerns. There has been positive media attention to child care issues, and the level of community support is high.

Fairbanks, Alaska

Fairbanks, Alaska
(Population 22,645)

Contact:
Pat Myers, Day Care Administrator
Day Care Assistance Program
Fairbanks/North Star Borough
Box 1267
Fairbanks AK 99707
(907) 452-1011

The Fairbanks/North Star Borough (county) is involved in child care primarily through the Day Care Assistance Program under the Borough's Financial Department. The major focus of child care activities in the borough is the administration of the state funded, locally administered child care subsidy program for low and moderate income families. Eligibility for subsidy is based on income (up to $35,000 annually) and priority is given to families who are working, in training, or seeking work. There is a waiting list of more than one hundred families for the subsidy program. This is the only child care program funded in the Borough or in the City of Fairbanks.

Current Status

The Day Care Assistance Program receives $2 million primarily from the state. The Borough provides $50,000 or 2 to 3 percent of the total. The state provides 5 percent of the total grant up front plus 10 percent to cover administrative costs. Ninety percent of the $2 million goes directly for day care subsidies. The administrator's and staff salaries are fully covered and no fund raising is required.

The program has a staff of five: the Administrator, the Documentation Coordinator, and three eligibility workers. The Division follows the policies and procedures that generally apply to all Borough departments. No other Borough departments have child care as a focus.

The primary responsibility of the Day Care Administrator is to administer the Day Care Assistance Program and supervise staff and billing. The position is full time and the Administrator is a directly salaried Borough employee. The Administrator is evaluated regularly and the placement of the position in Borough government has also been evaluated.

Fairbanks, Alaska

The Day Care Administrator is considered a Division Manager under the Borough's Financial Department, which reports directly to the Mayor. The Administrator reports directly to the Financial Director. Information and advice are routinely sought from the borough Legal Department and the state office responsible for the subsidized day care program. The Administrator sits on many community services boards; works closely with state Day Care Licensing, since she can only support child care subsidies in licensed facilities; and maintains close contact with the state Child Care office regarding eligibility issues.

With the exception of the administration of the child care subsidy program, all child care programs and activities are in the private sector. Resource and referral is provided by a private, non-profit organization. According to the respondent, by staying out of the child care picture, the city and borough have encouraged private centers and non-profit agencies to develop services on their own, very much in keeping with the Alaskan preference for developing things without government intervention.

Background

The Day Care Administrator position was created in 1974 through pressure on the state government for day care assistance for low-income community residents. Response to the Administrator has generally been positive. The position was created by the state, and the Borough replied to a state Request for Proposal (RFP) to obtain both funding for subsidized care and for administration, which includes funding for the Administrator's position.

In August 1987, a Mayor's Task Force on Children and Families was created. The twenty-six members appointed by the Mayor include representatives of labor, day care providers, education (university and public schools), Division of Health and Human Services, the religious community, Air Force and Army bases, and other community groups.

The Task Force's first job is to identify and rank the greatest unmet needs of children (ages 0 to 8) and their families residing in the Borough. In the second phase, the Task Force will investigate potential solutions to the problems it identified, set priorities for meeting them, draw up an implementation plan, and present the plan to policy makers. The Day Care Administrator has served as co-chairperson of the Task Force. Since this is the only child care position in municipal government, the Administrator also serves as liaison between the Mayor and the Task Force.

The child care needs identified in the Task Force's March 1988 report to the Mayor include:

- higher staff salaries within child development centers;
- more accessible and affordable education and training opportunities for child care staff;
- increased financial support to child care programs; and
- increased public awareness of the importance of quality child care.

The Task Force's recommendations for Phase II is for extension for an additional six months, through December 1988, to complete its work and provide continuity.

Current Issues

Affordability is a major issue. The high cost of living in Alaska pushes up day care costs as well. Preschool care for children over age three runs about $320 per month. (Alaska has no state income tax; in fact, each Alaskan resident receives money from the state from the oil pipeline revenues – $860 in 1988). Provider training is also a high priority issue.

The borough's funds are limited and so are its powers. It can not do much without health and social service powers, which it currently does not have. There is currently more pressure on state legislators to address child care issues. Child care issues rank relatively low at the local level compared to other problems.

Priority areas for future development include child abuse programs, increased funding for day care facilities and funding for latchkey programs. The Administrator feels that the prospects for addressing these are fairly good, since the community is currently looking at these issues and has a record of accomplishing goals it sets.

Fairfax County, Virginia

Fairfax County, Virginia
(Population 721,200)

Contact:
Judith Rosen
Director
Fairfax County Office for Children
11212 Waples Mill Road
Fairfax VA 22020
(703) 246-5440

The Fairfax County Office for Children is the county agency responsible for meeting the child care needs of low and moderate income working families, helping parents locate child care through the Child Care Resource System (CCRS), and recruiting and training child care providers. In fiscal year 1990 the office will operate eighty-seven school-age child care centers, provide one after-school program for intermediate school children, and work cooperatively with the business community to develop employer-sponsored care. The Office provides day care subsidies from county, state, and Federal funds, for a total of 3000 preschool children in Family and Early Childhood Programs, private day care centers, family day care homes and systems. School-age child care will be provided for approximately 3200 children in fiscal year 1990. The budget of the Office is $22 million and it has 450 employees.

Background

In 1973 and 1974, representatives from local community organizations, including the Fairfax County Child Care Association and the County League of Women Voters, convinced the Board of Supervisors of the necessity of a study of the need for child care, the supply of child care, and the structure of service delivery. In February 1974, the Board of Supervisors created a Child Care Advisory Council to conduct the study, recommend policy changes needed to address the issues raised by the study, and the administrative structure and staff resources needed to implement the policy recommendations. Members of the Council included representatives of the Fairfax County Child Care Association, Health and Welfare Council, the League of Women Voters, Association of University Women, YWCA, NAACP, County PTA Council, the Chamber of Commerce, the Council

on Human Relations, the Federation of Citizen Associations, NOW, Parents Without Partners, and the Community Action Program.

The report of the year-long study, which included a public hearing, called for the creation of one office responsible for supporting child care activities in the County, the administration of all County child care subsidies, the provision of training and technical assistance, creation of a pilot program in the public schools (with funding from the new Office for Children) for an extended day program, and the provision of public information, and beginning a resource and referral service. These recommendations were adopted by the County Board of Supervisors in April 1975. The Director's position was initially staffed in July 1975.

Current Status

Before the Office for Children was established, a subsidy program served a few hundred children in the county and a pilot project for school-age child care was in operation. The county's involvement in child care served as a catalyst for a rapid expansion of child care services, particularly for school-age child care, which now reaches some 3,200 children a year. The subsidy program serves 3,000 children a year (including a Head Start-like program) and the office has had a major impact on the quality and training of child care staff. The Office has also been responsible for recruiting and training 1,500 new family day care providers.

The county, as a model employer, provides a flexible spending plan for child care costs, permits child care related sick leave, and has just opened a child care center serving seventy-one children of county employees. A second center is in the planning stages and is scheduled to open in 1992.

The Office for Children operates before- and after-school programs in partnership with the public schools. This program, administered by the Office in public school facilities, served 3,100 children in fiscal year 1989 during the school year and an additional 1,500 in the summer program. The office is looking at extending the school-age program to all 130 public schools in the county. The program is currently provided at eighty regular county school-age child care centers and three centers operated by the county under contract with the City of Fairfax. In addition, seven centers serve special needs children.

The Office maintains the Child Care Resource System, a computer-based information system for all child care services in the County. The Office has sixty contracts with businesses, which include providing information and referral services to employees, and training for providers at special training sites. The

Office maintains a schedule of courses and training sites to serve all child care providers in the County and is looking to increase the number of sites by two. The Office is developing a more comprehensive Child Care Training Institute to allow it to serve child care professionals in neighboring jurisdictions. The office also provides technical assistance to providers starting up their operations.

The Office works with a variety of programs offering subsidized care to low and moderate income families, including 55 approved private child care centers and more than 400 family day care homes. To become part of the Office's network of approved centers and homes, providers must go through an evaluation process and agree to regular monitoring. The Office's standards are more stringent than state licensing regulations. The Office also administers Head Start type programs.

The Office has consolidated the administration of all child care subsidy programs. Services are provided in a variety of centers, homes and agencies. County subsidies are available for families earning under fifty percent of the County median income, and a sliding fee scale is used. Parents choose the type of care they wish to use. In essence, the Office offers county residents a one-stop shopping method of accessing subsidized care since it administers all public funds through a unified system.

The Office is working with the Zoning Administration and the Employer Child Care Council (which encourages business involvement in child care) towards the goal of increasing the amount of employer-sponsored child care. The thrust is towards revising zoning requirements to make child care an activity by right instead of by permit in certain zoning categories and thus make it easier to establish new child care facilities.

The County Public School system has two partnership agreements with the Office. Under one agreement the schools provide space and the Office provides school-age child care programs. Under the other, the Office administers a local Head Start-like program and the School System is one of the three delegate agencies that contracts and provides the program. Public/private partnership arrangements also include the provision, under contract, of resource and referral services to businesses. The Office works with many local organizations to keep abreast of local needs and assure community support. These include the County Council of PTAs, Federation of Civic Associations, Chamber of Commerce, Chapter of Human Resources Directors, American Association of University Women, and the Junior League, among others.

The Director of the Office for Children, under the direction of the Deputy County Executive for Human Services, is charged with implementing the County's child care policies and programs and making recommendations regarding child care services to meet the needs of County residents. The Director supervises four program directors and through them a staff of 450 persons; oversees and evaluates the Office's on-going programs; and supervises the financial and administrative systems which support the agency functions, including the preparation of budgets for the county Executive and the Board of Supervisors.

The Director is also responsible for developing an annual plan and long-range goals and objectives, and for program development, which includes development and implementation of needs assessments to determine unmet child care needs, meeting with community groups and leaders to determine community child care needs, working with county and community groups to develop programs to meet identified needs, and the recommendation of new programs and alternatives to the County executive and Board of Supervisors.

The Office is a free standing county agency, and the Director is a full-time, directly salaried county employee. The Director is evaluated yearly by the Deputy County Executive for Human Services. The position is at the same level as that of other Directors of Human Services agencies (the directors of social services and recreation, for example). The Director reports to the Deputy County Executive for Human Services and turns for information and advice to the County Executive, professional organizations, Office staff, advocates and leaders in the community. The Office is staffed by four Division Directors: Finance and Administration, School-age Child Care, Community Education, and Family and Early Childhood Programs. The Office's activities are county-wide in scope, serving all of the county's more than 800,000 residents.

There is daily contact with other county departments and extensive sharing of information on projects, grants and services. Two interagency agreements are in place: one with the schools for school-age child care services: the other with the department of social Services regarding ancillary client services. Weekly meetings are held with all human services departments, meetings with other county agencies are held on an as-needed basis. Informally the Office works with the Recreation Department regarding shared facilities. In reality there are very few county agencies that the Office does not work with, since child care crosses so many agency boundaries.

Two other county departments have child care coordinators. The Health Department has a director of a development center for handicapped children. The public school system has a director of "Child Find", a screening program for developmental delays and a Director of Head Start Services.

The major sources of funding supporting office functions comes from the county, state, and federal government. In addition, parent fees and private contracts with business support office services. The most stable source of funding is from the county, although these are subject to annual appropriations, and the USDA food program. Federal-State SSBG/Title XX funds are less stable and do get cut. The Office is the agency responsible for administering state child care funds that come to the county. This includes contracting with private child care providers and providing direct service with state and county funds.

The office's budget is free-standing and not under any other county agency. The current budget is $22 million, up from $5.5 million in fiscal year 1987. The budget is expected to cover all personnel and operating costs including direct service teaching staff costs, the child care subsidy program, and the purchase of service programs. Funds are adequate to cover the office's functions but they are expected to look for other sources of funds (for example, locate additional subsidy assistance funds) and to lobby for additional resources from the state and local communities. All County government supported child care services are under the office budget.

An advisory council was created at the same time that the Office for Children was approved in 1975. Nine citizen members plus a parent (not representatives of membership organizations) are appointed by the Board of Supervisors to serve two year terms. In advising the Board of Supervisors on child care policies, the Council holds public hearings and also engages in long term planning for child care needs in the county. The council operates through subcommittees; one committee deals with school-age child care; another standing committee deals with programs receiving subsidies. The office staffs the council, providing guidance and focus on child care issues.

The county does have a formal child care policy established by the Board of Supervisors in 1975 which supports and encourages the provision of quality child care services. The recommendations adopted by the Board of Supervisors in 1975 form the basis of the county's child care policy.

Current Issues

There are serious problems with staff turnover in private child care programs, largely because of low wages and benefits. There is also a serious lack of training for staff in both centers and homes, sometimes resulting in poor quality of care. The high turnover rates also negatively affect continuity of care for children. The lack of regulations for family day care homes, also has a negative effect on quality.

There will be an increasing shortfall of funds from the County to meet the demand for certain types of care and of providers to supply the care. Neither the local or national economy or parents can afford the appropriate level of care needed. Quality is a problem because child care is not seen as a professional service. In order to affect quality, the national attitude towards child care must change. There has been bipartisan support in the county for child care and constituents are active in demanding increased child care services. Advocates are becoming more proactive regarding expansion of child care subsidies but the question is whether the county can continue spending even more on this service. After fourteen years of efforts, county officials are responsive to the demand for child care. The Office has a $22 million budget this year.

New county initiatives include a registration system for family day care providers, which was approved by the Board of Supervisors in June 1989; increased emphasis on training; and the coordination of all subsidy programs into a single program. While this latter initiative has been accomplished, certain aspects of the program still need to be clarified.

Conclusions

The Director sees three major successes for the Office for Children:

1. The school-age child care program, which resulted in major growth in the program and in the delivery of high quality services, and has become a national standard. Success of the program is measured by surveys of parents, staff, and school principals.

2. Training of family day care providers as part of a network. Providers have shown their enthusiasm for the program through calls to the Office and contacts with the network for further support.

3. The child care career ladder, which affects 400 child care jobs in the County. Care givers can move up to more responsible positions within child care centers and in other child care related settings.

Guilford County, North Carolina

Guilford County, North Carolina
(Population 331,502)

Contact:
Ilene Craig
Day Care Coordinator
Guilford County
Department of Social Services
P.O. Box 3388
Greensboro NC 27401
(919) 373-3681

In Guilford County, child care is largely in the private arena. Resource and referral to child care is primarily a United Way function. The local community college provides classes for child care providers. The local chapter of NAEYC and the state Department of Social Services (DSS) child care section provides training workshops for providers. Evaluation and licensing are state DSS functions.

Although the municipal government has no formal involvement in child care, one day care center is housed in but not operated by a public school and further program development in this area is being considered.

The day care subsidies available for county residents are administered by the County Department of Social Service (DSS) Day Care Coordinator's Office, which determines eligibility based on income and prioritized by need. Until 1980, only non-profit agencies were permitted to contract with the county for day care funds; since 1980, the state has permitted contracts with for-profit agencies as well. United Way also provides some local child care agencies with funds for operation and scholarships.

The Guilford County Day Care Coordinator is responsible for assessing county child care needs, developing child care priorities, and meeting county needs. The Coordinator contracts with local day care facilities, which meet state licensing requirements. The coordinator has administrative supervision of the eligibility determination social work staff, and supervises the allocation of funds. While the unit does provide some information and referral functions, this activity is largely the responsibility of the United Way. In addition, the Coordinator is responsible for budgeting, statistical reporting, record management of the children receiving subsidized child care, and submission of expenditure reports to the county and

state. The major focus of the Coordinator's position is coordination of day care policy and procedures within the agency and liaison with day care facilities in the community.

The Coordinator's position is a permanent, full-time county Department of Social Services position. The Coordinator reports directly to an administrative supervisor and turns for information and advice to her unit at the state level. The Coordinator directly supervises three social workers and two clerks. There is no relationship between the Coordinator and municipal departments; instead, she relates to DSS child care coordinators in other counties for whom she provides workshops. The coordinator is the liaison to community child care groups, particularly with providers who contract with DSS, with whom she meets quarterly. Her primary relationship is with the state DSS child care section from which both day care policies and funding emanates.

The coordinator's position, her office, and the day care subsidy are entirely state-funded. The cost of staff positions are shared by the state, federal, and county governments. The fiscal year 1989 budget for the county child care administrative function is $100,000, which includes all salaries, fringe benefits, etc. $1.6 million from federal and state sources is budgeted for purchasing child care services. According to the coordinator, while there are sufficient funds for salaries, there is a chronic shortage of funds for subsidies.

The county does not have a formal child care policy, and the county's effort relates entirely to the provision of child care subsidies. State child care policy guides the use of Title XX/SSBG funding.

The Department of Social Services (DSS) had an active advisory board in the past, but not recently. The only advisory board in the community still active in child care is connected to the United Way and was created 8 to 10 years ago.

Background

The major impetus for the position of County Day Care Coordinator occurred during 1969-1970 when the federal Work Incentive Program (WIN) under Title IV-A mandated that child care be available for AFDC mothers participating in the WIN program. The creation of the position was supported by the DSS Advisory Board. The present coordinator has held the position since 1974; the position was originally staffed in 1969.

Current Issues

The major problem confronting the city and county is affordability. Funds for subsidized care are insufficient, but even non-eligible families find affordability a problem. There are large waiting lists for subsidized care. In general, there is adequate care available for preschoolers, but infant and school-age child care are in short supply.

The major barrier is the lack of funding. Quality issues could be addressed if greater emphasis were placed on educating parents on how to select child care. In general, the child care issue is increasingly in the forefront both in the county and the state, but appropriations do not reflect the amount of attention day care is receiving. Relative to other issues, child care is about average in importance at the local and county level. Local elected officials haven't been really actively involved in child care. One former official is trying to organize alternative sources of funding for child care from industry.

For the county subsidized system, the Coordinator is working with an advisory committee to create a new fee schedule and open up income eligibility. Whether or not this new schedule is adopted depends largely on increased state funding for subsidized child care.

The priority areas for future development of county child care resources include: increased funding; involvement of industry in the provision of child care; educating elected officials regarding the importance of child care (they tried a bus tour of subsidized programs for elected officials, but few showed up). The Coordinator feels that the prospects for increased state funding appear good.

Conclusions

According to the respondent, the major successes of the Coordinator's position include making day care more visible in the community, working constructively with contracted centers so they view the office as a resource, and working with the DSS social workers who are able to help families with many issues beyond child care will have positive effects on family function. While Greensboro does not have a significant municipal involvement in child care, the County Day Care Coordinator position does meet certain community and county needs in this area.

Irvine, California

Irvine, California
(Population 62,134)

Contact:
Nancy Noble
Child Care Coordinator
Department of Community Services
P.O. Box 19575
Irvine CA 92713
(714) 660-3995

The City of Irvine began to examine child care needs in 1979 while it was still a new community. The City Council established the Office of Child Care Coordination as part of the Department of Community Services in 1984. The city provides $239,805 to cover salaries, services, and supplies for the Office. The Child Care Coordinator serves as a facilitator and catalyst, ombudsman and advocate for child care in the community. The Office provides information and referral services and technical assistance to providers, developers, and employers. In addition to supporting the Office, the city has used Community Development Block Grant funds to purchase portable classrooms for child care, developed a small scholarship fund from city revenues, and provided a one-time start-up loan for the start-up costs of a child care center in the Civic Center, which will provide care for the children of city employees and Irvine residents. The Parks and Recreation Division of the Community Services Department sponsors a Kids Club, a school-age child care program in the parks paid for by parent fees. An effort unique to Irvine is "The Irvine Child Care Project," which solicits and allocates funds to purchase portable classrooms to place on school grounds to house non-profit operated child care programs. The Project is overseen by a quasi-public agency, a Joint Powers Authority (JPA), that represents a joint effort of the city and the school district to encourage the development of child care resources.

Background

Irvine was chartered and incorporated in 1971. Child care was not in the original plan, but Irvine's development reflects a strong commitment to long range planning and to developing essential infrastructure and amenities such as parks,

schools, open spaces, and a viable commercial and employment base. While some child care was available in the community, the increasing demand created a crisis, especially in programs for school-age children. Community advocates, including parents and child care professionals registered these concerns with the City Council.

The Council responded by creating an ad hoc Child Care Committee in 1979 to study child care issues in the city. The Committee was expanded in 1981 to include members from the University of California Irvine, the Chamber of Commerce, School District, Marine Corps base, community college, community providers, five at-large community members, liaisons from the City Council, and representatives from the City Planning Commission and the Community Service Commission.

The Committee report, submitted in 1982, was viewed as a first step in developing a master plan for child care in Irvine. It detailed the major operating principles for the system, which would serve as future reference points. They were: (1) no one group or sector of the community was solely responsible for the diverse needs of children and families; (2) child care options should be coordinated and cost effective; and (3) quality care for children and respect of the need for parent choices in selection of care is of paramount importance. The city's role was defined as a facilitator and catalyst, not as a provider of services.

The city subsequently hired a consultant to continue work on the city's Master Plan, and the consultant's report was presented to the City Council in April 1984, together with additional Committee recommendations for the further development of child care. The consultant's recommendations included the establishment of the Office of Child Care Coordination to be responsible for implementing the plans and to advise the City Council. The Committee requested an allocation of $84,000 for this purpose. The Child Care Committee was asked to continue advising the Council and to monitor the development of a five year plan for child care. In November 1984, the City Council approved a full-time Child Care Coordinator's position. During the same year, the city contributed $20,000 as seed money for the "Irvine Child Care Project", a project to provide school-age child care under a partnership arrangement between the schools and the city.

Current Status

Beyond the general revenue fund ($239,805) used to support the Office of Child Care Coordination, the City of Irvine has used CDBG funds for the one-time

purchase of portable classrooms for school-age child care. General revenue funds ($5,000) have also been appropriated annually for child care scholarships, and $182,000 was appropriated as a one-time low interest start-up loan for equipping the child care center constructed by the city and located in the new Civic Center. The child care center will be operated by a nonprofit public benefit corporation on behalf of the city. The construction of the $1.2 million child care center for 104 children is being financed as part of the bond funding for the Civic Center project.

Additional community financial support for child care has come from the Irvine Company, the primary developer in the area, which contributed $250,000 over a three-year period (1984-87) to the Irvine Child Care Project which purchases portable classrooms for school-age child care. The Irvine Children's Fund, an organization of local business people, has raised $60,000 in the past year for the purchase of additional portable classrooms for school-age child care. In 1988, nine hundred children participated in a Junior Olympics at the University of California at Irvine, which raised more than $40,000 for the Children's Fund. Future plans include floating lease revenue bonds that can be sold publicly to help raise $1.8 million to purchase portable facilities for seven additional school sites.

As a model employer, the city employer has constructed a child care facility next to the new City Hall and Civic Center. A percentage of the spaces are reserved for city employees. Union members are currently bargaining for a flexible benefit plan that would include child care. The Child Care Coordination Office provides information and referral to the community regarding child care resources and distributes a brochure listing these services; it also monitors supply and demand for child care. The Office provides parent workshops and special child related events. For child care providers, the Office maintains a job bank, provides technical assistance, provider education, a monthly child care directors forum, and program quality assessment for non-profit school-age child care programs under the Joint Powers Authority. While the Office does not license child care, large family day care homes (seven to twelve children) need a conditional use permit from the city. The Office helps city inspectors with these permits. Special enabling regulations allow child care as a permitted use anywhere except in open space and agricultural land. Park space is a permitted use for the Kids Club (a school-age child care program run by the Park and Recreation Division). Permit fees are waived for non-profit and family day care providers.

Irvine, California

The Irvine Child Care Project was created to solicit and allocate funds to purchase portable classroom units to be used on school grounds for child care operated by non-profit providers. The Project is overseen by the Joint Powers Authority (JPA), a quasi-public agency with representation from the city and the school district. A board comprised of a school board member, school district employee, city council member, city employee, and a member at large from the community serves to advise and govern the Project.

The JPA Board's Program Application Review Committee (PARC) reviews applications from providers, makes recommendations for selection, and monitors and assesses the quality of the programs. The seven-member committee is comprised of two city representatives, one school district employee, two providers, and two community members. The Child Care Coordinator orients and trains the PARC committee members. The Scholarship Committee, also known as Childnet, recommends policy and fund raising activities and allocated funds for short-term scholarships. There is also a Finance Committee, made up of one provider and two community members.

The creation of JPA has allowed use of school property without the schools taking on any direct management of the school-age child care programs. The JPA buys facilities, finds nonprofit agencies to operate the programs and evaluates the programs. The annual lease agreement between the non-profit agencies and JPA is based on satisfactory review. PARC members are trained in observation and evaluation and use a standard checklist to evaluate the quality of the programs. The Child Care Coordinator credits this review process with steady improvements in the quality of school-age child care. The evaluation process forces the providers to improve or lose the opportunity to participate. In 1984, the city contributed $20,000 to the Irvine Child Care Project as seed money. Staff from the city and the school district are identified as in-kind contributions. The Project's financial accounts with the contracted non-profit agencies are handled by the County administrative offices.

In another municipal partnership with private providers, the city created a nonprofit agency to run the child care facility adjacent to City Hall.

The Office of Child Care Coordination works with local businesses and developers to provide data on the need for child care, advise employers on child care options, and help develop new facilities. A Developers Task Force developed an incentives package to encourage inclusion of child care in business/commercial developments. Incentives include extra amenity credits and the

waiver of fees on a case-by-case basis. Symposia on child care have been held for businesses, and the Chamber of Commerce, working with the city, was instrumental in the development of a high-tech industry employer consortium for child care.

The Child Care Coordinator's Office coordinates public and private child care efforts as well as those among city departments; provides information and referral through a brochure listing local resources available to anyone living in or working in the city; provides technical assistance to developers, employers, non-profit agencies, and potential and current providers; attends monthly community-based child care directors' meetings; recruits and trains family day care providers; works with the school district; and oversees city-owned facilities subcontracted to non-profit providers. There is no formal job description for the position; instead the Department of Community Services, Division of Human Services which houses the Office of Child Care Coordination uses the job description of a Community Services Superintendent, a professional class position.

The major focus of the Office is to serve as a facilitator, catalyst, ombudsperson, and advocate for child care. The Office receives $239,805 in general revenue funds. The Child Care Coordinator, a full-time salaried municipal employee, is expected to generate revenue to offset part of the budget needed for the Office and brought in an additional $11,200 in 1987 through fees for conferences and other events. The budget covers salaries, services and supplies. Staff includes the Coordinator, one assistant, a full-time clerical position, one part-time resource and referral specialist and one part-time "warm line" staff who supervises volunteers.

The Coordinator reports to the Manager of Human Services who reports to the Director of Community Services. The Coordinator utilizes information obtained from the Child Care Law Center in San Francisco, the California Resource and Referral Network and the California chapter of NAEYC. The Coordinator communicates informally with the Offices of Community Development, Inspection and Transportation within the city structure. The other municipal departments are aware of the existence of the Coordinator and the Office. When new private child care facilities are being developed, the child care office is actively involved in the "plan check review". Close working relationships have been established with the state day care licensing agency, particularly regarding family day care issues.

The ad hoc Child Care Committee established in 1979 was made a regular standing committee by the City Council in 1987 as an advisory body to the City Council. Its sixteen members are appointed for two years by the City Council and

must go through an application process. Membership includes representatives of the following organizations and groups: Industrial League, Marine Corp station, school district, University of California, community college, Chamber of Commerce, community members at-large, community center-based and family day care providers, Community Services Commission, Planning Commission, Irvine Child Care Project, City Council, Community Services and Community Development Departments. Nonvoting liaison members represent city agencies and the school district. The group advises the City Council on child care issues, identifies needs and promotes the availability of quality, affordable child care in the community. The Committee meets at least six times a year and reports its findings to the City Council at least once a year. The Child Care Coordinator provides staff support to the committee, attends meetings,prepares agenda materials and ensures that reports are released in a timely fashion.

Irvine's formal child care policy, established by ordinance in December 1987, will be amended into the city's General Plan. The Departments of Community Services (which houses the Office of Child Care Coordination) and Community Development Department are charged with the development of detailed work plans and the implementation of the policy. The overarching goal of the city's child care policy is that safe, affordable child care facilities and services shall be available to those who reside and work in the city and are in need of those facilities and services. The policy objectives are to provide licensed child care spaces for 60 percent of employed parents living in Irvine by 1992; to promote the development of child care facilities and services for persons employed in Irvine; to provide certain target percentages of infant, preschool school-age spaces in center and family day care homes; and address issues of affordability and quality. These objectives may be accomplished by incentives, reviewing zoning ordinances and seeking generally to remove barriers to the development of child care services.

Current Issues

The cost of land and facilities is a major issue, so that capitalization and start-up costs for child care are extremely high. Centers also are having difficulty recruiting and retaining qualified staff. There is a general lack of understanding of what the real cost of child care actually is. Businessmen are beginning to realize that child care must be subsidized, and child care is now recognized as an economic issue in the community.

Child care has a high priority for the City Council. It is seen as a major city-wide issue, perhaps an eight on a ten point scale. The City Council recently approved the negotiation of a lease in a city building for an employer child care consortium. The feeling is that the initiative has a very good chance of succeeding. The Coordinator sees two priority areas for the future development of child care resources in the city: the need for expansion of school-age child care and infant toddler services. Prospects appear good that this expansion will occur. Plans are also underway to add on to existing school buildings, but legislative action is necessary in order to pursue this type of child care expansion. A state bill must first be passed that will exempt the child care square footage from being counted as regular school square footage.

Conclusions

Without city involvement, child care resources in Irvine would never have developed as rapidly as they have. The major successes of the Office of Child Care Coordination include the creation of a city child care policy, the construction of the child care facility in the Civic Center, and the creation of a model non-profit corporation by the city, the Joint Powers Authority, to oversee the development of quality after-school care in the city.

Los Angeles, California

Los Angeles, California
(Population 2,968,580)

Contact:
Patsy Lane
Child Care Coordinator
City of Los Angeles
200 N. Main St.
Room 1474
Los Angeles CA 90012
(213) 485-6997

The City of Los Angeles established its Office of the Child Care Coordinator to identify and expand child care resources in the city and coordinate child care activities across municipal departments. The City provides on-site child care for municipal employees as well as other family supportive policies. The city is actively involved in developing incentives for developers to include child care facilities in their projects and in supporting the development of a city-wide system of school-age child care.

Background

The Mayor has had an Advisory Committee on Child Care for the past fourteen years. Prior to the establishment of the city's current child care policy, the Mayor's Advisory Committee was an active advocate for the development of child care resources. In 1983, this Advisory Committee prepared a directory of child care resources in the city, held a conference on employer related child care, and sponsored training sessions for providers in special topics.

Five years ago the Advisory Committee began actively addressing day care quality and affordability issues. Los Angeles was fortunate to have an unusual combination of a Mayor who understands child care issues personally and politically and an active City Councilwoman interested in child care. In October 1986, a survey of city employees yielded 5,400 responses and indicated a tremendous unmet need for service. During 1986 and 1987 the city held public hearings on child care issues, and in 1987 it created a child care policy that also established the Child Care Coordinator position. The key players in the initiation and development of the city's Child Care Policy included the Mayor, the City Councilwoman, the

Mayor's Advisory Committee on Child Care, and the Commission on the Status of Women.

There was no resistance either in municipal government or in the community to the establishment of the Office of Child Care Coordinator. The Mayor's Advisory Committee on Child Care includes among its ninety members educators, advocates, providers, and parents. It took approximately one year from the time the hearings began until the Coordinator's position was staffed in September, 1987. The Child Care Policy, which created the position, was passed in February, 1987.

In April, 1988, the Mayor unveiled his plan for a multi-million dollar after-school, child care program. The program, called LA's BEST (Better Educated Students for Tomorrow) was designed to "help free children from drugs, shield them from gangs, and keep them from dropping out." The Mayor cited a 1986 United Way report that estimated that more than 100,000 children attending Los Angeles schools needed, but did not have, after-school supervision.

Current Status

In addition to establishing the Office of the Child Care Coordinator, the city also has developed several policies for its employees. Flex-time, alternative work schedules, and maternity leave are part of personnel practices. The city opened its first on-site child care center in City Hall in January 1989, and three more day care centers for city employees are in the planning stages.

The city has also developed incentives, including expedited licensing and the waiver of permit and planning fees, for developers to include child care facilities in their projects. The city is also considering requiring that child care facilities be included in the renovation or construction of large buildings. A publication on employer-related child care, which is mailed out and used at conferences, helps employers see what others have done in child care.

The Department of Water and Power (DWP) has a contractual arrangement with two community child care providers who provide space for DWP employees in their programs. The city is currently conducting an inventory of available space in public buildings and letting private providers know what is available. Another survey is underway to find out just what city funds are committed to child care; the results will be available early in 1989.

The Recreation and Parks Department has child care programs at 42 of its 153 sites across the city. Twenty-eight of those sites offer school-age child care programs that serve 1,100 children. The Child Care Coordinator is working with

Recreation and Parks to expand child care at additional Department sites. In December, 1988 the City contributed $1.8 million to keep supervised school playgrounds that had previously closed at 4:30 P.M., open until 6:00 P.M. Three hundred elementary and junior high school playgrounds now provide supervision; the remaining schools utilize nearby Recreation and Parks playgrounds.

The Community Development Department (CDD) contracts with thirteen non-profit agencies to fund direct service child care programs for infants through school-age children of limited income families. Parent fees are based on a sliding scale, and city subsidies for 1989 total $851,000 from CDBG funds. CDD also funds facility development (acquisition, construction, renovation) for child care efforts.

The public schools offer child care at many sites across the city. The schools are also involved in partnership arrangements with YMCA and other private groups, who run preschool and school-age child care programs in the schools. In 1988, fifteen new school-based programs were opened. The school department has a separate budget for school-age child care and for child development program for preschool age children, with funds coming primarily from the state Department of Education.

The LA's BEST program is funded through the Community Redevelopment Agency. More than $1 million was made available from these funds for the ten school-based pilot sites. The L.A. Unified School District operates the programs and contributes space, utilities, maintenance, and administrative staff. The Kaiser Foundation has donated $500,000 to this project. An Education Council, made up of fifty school, government, and community based representatives, acts as the governing body for the program. The Council meets quarterly to oversee and coordinate the administration and funding of the project. The Child Care Coordinator provides staff support for the Education Council. There are no income eligibility requirements to participate in the program and service is provided on a first come, first served basis. As of January 1989, 2,000 children are being served: an additional 2,000 are on waiting lists. To avoid competition with community-based school-age child care programs, and to expand services to underserved areas, pilot sites are located in those parts of the city where no school-age child care programs are operating.

The Office of the Child Care Coordinator is responsible for developing the goals and objectives to implement the city's Child Care Policy. The job description for the Coordinator is very general, and it is up to the Coordinator and the Advisory Board to develop and prioritize concrete activities and to implement the policy

goals. The primary focus of the office is to identify and expand the supply of quality, affordable child care in the city. The Coordinator facilitates partnerships between public and private sectors, helps to develop the expertise of city departments that deal with child care issues (such as the Building and Safety Department), and coordinates child care activities across municipal departments.

The Coordinator's position is full-time and at present uses a two-year personal services contract. The city intends to establish the position as a regular city position. The position is going through the civil service process at present. In June 1988 the city added two full time regular city employee positions to the Office to assist the Coordinator. The position is currently being evaluated, and the Personnel Department, under which the position is located, will also evaluate the Coordinator's performance.

The Office of Child Care Coordinator is financed under the budget of the Personnel Department from general revenues. Personnel costs amount to $120,000; additional funds are available to cover conference fees, office supplies, mailings, printing, etc.

The Coordinator works with all municipal departments on child care issues. For example, the Planning Department is developing a streamlined hearing process for family day care homes; the Recreation and Parks Department is looking at additional park sites for day care expansion. The Coordinator also advocates regarding child care issues with city departments and monitors the implementation process of new child care activities. There is only one interagency agreement in place at present, with the Community Redevelopment Agency. There are no scheduled intradepartmental meetings, rather these are held as needed. City departments and the office of the Mayor and City Council have each designated a liaison to the child care coordinator's office. No other departments have child care coordinator positions but the Department of Water and Power has designated a person to facilitate child care for its employees, and the Department of Airports has contracted with a local information and referral agency to provide such services to its employees.

The Coordinator works with community child care organizations through both the Mayor's Advisory Committee and the City Child Care Advisory Board. Some recent activities include coordination of citywide child care fairs and a child care conference for businesses. The Coordinator works with the Boards of local organizations. Relationships with state child care related agencies are cooperative and state agency representatives also sit on the Mayor's Advisory Committee.

The ten local resource and referral agencies, which are part of the state funded network of resource and referral agencies, are an additional resource augmenting the city's child care efforts. These agencies provide information and referral to parents and employers, and training and technical assistance for providers. The resource and referral agencies have worked with the Mayor's Advisory Committee and also provide tuition subsidies from state funds for eligible families.

The city now has three child care related advisory groups – the Education Council that is the governing body for the LA's BEST program (described above); the Mayor's Advisory Committee on Child Care, established fourteen years ago; and the City Child Care Advisory Board established under the city's child care policy in February 1987.

The Mayor's Committee was established by the present incumbent to improve the quality and availability of child care in the city, and it will exist as long as the current Mayor is in office. Membership, which currently includes educators, advocates, providers, parents, and legislators, is open to anyone. The ninety-member group has focused its efforts on special areas in need of improvement including child care for special needs children and school-age child care. A summary of the accomplishments of the Committee is published as well as analysis of issues the Committee is interested in pursuing.

The City Child Care Advisory Board is a permanent body established by City Council motion. The eleven members are appointed for three-year terms. Six members are appointed by the City Council; five by the Mayor. Developers, constructions industry representatives, and child care providers are on the Board. The Board is charged with planning for child care resource development, working with city departments to streamline the process of developing child care and helping the city to develop its resources as a model employer. The Board has just completed its first year of work and is in the process of evaluating its activities. The Child Care Coordinator staffs the Board, and the Board advises the Coordinator and the City in implementing the Child Care Policy.

The city passed a formal child care policy in February 1987 by a City Council motion with concurrence of the Mayor. The policy commits the city to take a pro-active stance in creating additional quality, affordable child care.

Current Issues

Availability remains a major issue. This includes finding child care sites that meet building requirements in the areas in greatest need of child care facilities. It is

difficult to find affordable property in areas that have any outdoor green play space. The challenge is to provide equal access for all children. The impact of the state's workfare program, GAIN, is only now being felt. There is a serious shortage of quality care for school-age children whose mothers are participating in the workfare program.

The major barriers are the overall shortage of child care and the lack of subsidies. The city provides no subsidies from general revenues and there are insufficient state funds to meet the need. There are no start-up loans for providers from the city. Zoning is another limiting factor in increasing supply. Child care is only just now being incorporated into each community's master or general plans. The current political climate is very supportive of child care. The Mayor is willing to commit resources to child care and several City Council members are very active in this area. Child care ranks high relative to other city issues, on a par with AIDS and homelessness.

The two priority areas are working with employers and developers regarding child care resources but it is hard to predict progress in these two areas.

The city is currently considering providing a density bonus and fee waiver for developers who include child care facilities in their projects. Four new on-site centers for city employees are being considered. The prospects appear good for the density bonus and the on-site centers but it is hard to forecast how the work with employers will affect the supply of child care.

Conclusions

Child care is now on the priority list with elected officials and department heads. People have come around to the idea that child care is important. The Coordinator has built good relations with other departments, which has helped to legitimize child care as an important issue. A key factor has been linking child care to other local government concerns: transportation, traffic, recruitment and retention of a qualified work force, equal access to employment, affordable housing, delinquency prevention.

Oakland, California

Oakland, California
(Population 339,288)

Contact:
Angela Chester-Johnson
City Child Care Coordinator
Office of Parks and Recreation
1520 Lake Side Drive
Oakland CA 94612
(415) 273-3494

The City of Oakland provides Head Start services directly through the Department of Social Services, uses Community Development Block Grant (CDBG) funds to support child care services, and funds a Child Care Coordinator position to coordinate child care services in the city and encourage the development of new services. The school department provide child care services directly and has partnership arrangements with private providers using school space.

Background

The rapid development of the downtown area in the early 1980s was the subject of a study by the Oakland Community Child Care Impact Committee. The Committee, composed of members of the business community, child care providers, and the general public, and chaired by the local state funded resource and referral agency (BANANAS), spent a year investigating child care issues. The Committee documented the need for additional child care resources and lobbied the City Council. There was no municipal or community resistance to the establishment of a Child Care Coordinator position. It took approximately two years from the initiation of the study until the position was initially staffed in April, 1986. The position was established by ordinance in 1985. A separate ordinance established the Oakland Child Care Advisory Committee.

Current Status

Before the establishment of the Coordinator's position the city was involved in providing Head Start services (using federal funds) through the Department of Social Services. The Office of Community Development provided CDBG funds to family day care providers and independent child care centers. These activities

continue, and for 1989, a total of $133,749 in CDBG funds was used to support child care services for low- and moderate-income families residing in the Community Development Districts. One of six programs receiving funds is an after-school and summer program serving children from three elementary schools. The local resource and referral agency BANANAS, Inc. administers child care funds for the local Job Training Partnership Act (JTPA) program. The JTPA child care budget for 1988 was $192,406; 228 children were served during the year.

The city currently provides child care information to city employees primarily through a bi-weekly publication *Intercom*, which lists child care resources. The city also schedules "Brown Bag Forums" on child care and parenting issues for city employees and has established a Dependent Care Assistance Program for employees.

While the city does provide some information and referral to employees and city residents, the local state-funded resource and referral agency BANANAS is the major resource for this service and the city co-sponsors child care events, such as fairs, with the agency. The Child Care Coordinator provides technical advice to the Clorox Company Foundation, a private foundation which donated and solicited funds for seven Infant Care Centers in Oakland for expansion of or enhancing services. The city has also established permissive zoning for family day care providers and is involved with the Urban Strategies Council, a non-profit organization, which is developing a blueprint for expansion of child care services for low-income families.

The city does not operate child care facilities beyond the Head Start program provided by the city Department of Social Services. The public schools do operate latchkey programs, preschool programs, and full working day child development programs primarily supported by funds from the state Department of Education. The school department has developed partnership arrangements with private child care providers which rent space from the schools.

The Child Care Coordinator is expected to be a resource on child care related issues for city departments, businesses, and the community. The Coordinator is expected to increase the supply of child care and coordinate services in the city through identifying new resources and facilitating public private partnerships to address unmet needs.

The formal job description for the Coordinator requires the development of a plan for a coordinated child care effort for the City. This may include development of public/private consortia for improving and expanding child care services

in the city. The Coordinator is expected to work with and be a resource to city staff, the Child Care Advisory Commission, the business community and other groups interested in child care in the community; coordinate the dissemination of information; maintain a liaison role between community providers and the city; provide training and technical assistance to business and industry; and research and develop innovative approaches to child care including feasible program financing alternatives. The scope of the Coordinator's activities is citywide and includes services for residents, employees and businesses.

The Coordinator's position is totally funded under the budget of the Oakland Redevelopment Agency. Once the planning phase is completed, support for the position will come from the city's general revenue. The fiscal year 1989 budget for the Coordinator's salary, full-time clerical support, and operations is $112,000.

The Coordinator views the major focus of the office as an interdepartmental resource for child care with particular emphasis on identifying, expanding and enhancing child care in the community. The Coordinator is a full-time directly salaried municipal employee. An evaluation of the Coordinator's position was conducted in January 1988 with very positive findings. One recommendation was to move the function from the Office of Economic Development and Employment to Office of Parks and Recreation, which has been done.

The Coordinator now reports to the Director of the Office of Parks and Recreation and turns to the Advisory Commission, other city managers and the child care community for information and advice.

There is a collaborative relationship between the Coordinator and other Municipal Departments. Interagency agreements between the Coordinator's Office and the Planning Department, Community Development, Social Services, Personnel, Head Start and the School-Age Project guide the joint efforts between departments. The Coordinator holds regular intradepartmental meetings with Head Start, and the Productivity Council (a city organization with representatives of the unions, Personnel Department, and the City Manager). Informal collaboration takes place with Personnel around issues of child care benefits for city employees including Dependent Care Assistance and information and referral services.

The Coordinator works closely with many community child care organizations and provides information, support and technical assistance. The Coordinator also worked with the Clorox Company Foundation Task Force to expand six

infant centers in Oakland and develop innovative training programs for infant center staff. The Coordinator also has worked on specific state child care programs including GAIN, the state workfare program, and been on the advisory council to the Department of Social Services, child care plan for the GAIN program. The Coordinator also organized and hosted the first Northern California Child Care Coordinators Network (a support and networking group for coordinators) meeting.

The Oakland Child Care Advisory Committee became a Commission in January 1987. The Mayor appoints the eleven Commission members to overlapping terms of two to four years. The members include child care providers, the resource and referral agency, private industry and community members. The Commission is charged with providing a forum for discussions of child care related issues and mobilizing local resources for child care. The Advisory Committee published a report in October 1987 on the unmet need for child care in Oakland. In addition to identifying the deficit in child care spaces for city residents, the report noted the mismatch of available space with an oversupply of pre-school spaces and a lack of space for infants and school-age children. The Commission is currently developing a five-year child care plan for the city. The Coordinator staffs the Commission, attends all meetings, and drafts agendas for meetings.

The city established a formal child care policy by ordinance in 1986. The policy established the Child Care Coordinator's position and the Child Care Advisory Committee and provides a basic commitment to meet city needs for quality child care.

Current Issues

The major child care issues confronting the city are the lack of funding for start-ups and the lack of affordable space. Poor wages for child care workers also affect child care supply and quality.

Barriers to expansion include the amount of red tape involved in licensing (especially the state regulations); lack of support for child care and for ongoing training to improve quality; and the lack of a policy for the identification of low-cost rental space. The primary need is to provide subsidies to support child care for low-income families and to improve attitudes towards child care workers so that salaries can be improved.

Improved funding for child care services is the top priority, followed by the establishment of a revolving low-interest loan fund for child care subsidies and

startups. Increased public education on child care issues and greater business support are also needed. The city is considering requiring a "Developer's Statement" on the impact of new development on the child care supply. The Building Renaissance project in Oakland may include funds for start-up costs for child care programs housed in or near the redevelopment area. Prospects for these two initiatives appear good.

Conclusions

The major accomplishments of the city's child care efforts include establishing the Coordinator's Office, which has been instrumental in conducting the Child Care City-Wide Needs Assessment, which in turn will help prioritize areas and types of needs. The Coordinator has increased the city's responsiveness as a model employer and has stimulated private funding for child care. The Office of the Coordinator has provided technical assistance to local child care providers, helped to establish new programs and insure that these providers feel linked to the city and the provider community. There has been positive feedback on all of these efforts.

Palo Alto, California

Palo Alto, California
(Population 55,225)

Contact:
Margo Dutton
Administrator of Human Services
Department of Social and Community Services
250 Hamilton Avenue
Palo Alto CA 94301
(415) 329-2388

Palo Alto provides a variety of child care policies and services through the Human Services Division of its Department of Social and Community Services. In addition, the Department of Recreation is actively involved in the provision of after-school care programs and the School Department runs a preschool program for low-income families. The city does not provide funding to child care directly but instead contracts with a non-profit agency, Palo Alto Community Child Care (PACCC) to administer city funded child care subsidies and coordinate services.

Palo Alto does have a variety of family supportive policies and activities for city employees. The city provides both flex-time and shared positions, a dependent care assistance program, and management benefits for child and dependent care. City employees are eligible for the PACCC subsidy program if they meet income guidelines. In addition the city purchased an empty school and rents it out to PACCC for $1 per year.

After school care is provided at school sites that contract with PACCC for services and programs in community centers sponsored by Recreation Department. Public school do not operate child care, but non-profit agencies (like PACCC) do provide care in school buildings. The PTAs are active participants in deciding the type of program needed and accepting proposals from community agencies to provide the care. When empty school space is available, the PTA will solicit proposals for using the space for new child care programs from up to five providers. Non-municipally supported child care in the community is provided by both the YMCA and YWCA and several churches, which operate large child care facilities.

Resource and referral, while not funded by the city, came about as a result of the child care task force's recommendation. The Child Care Coordinating Council of Santa Clara County, the local resource and referral agency, does not receive any municipal funds. Provider training and technical support is available through PACCC.

The city adopted PACCC's standards of quality for child care programs. Centers that receive subsidies or vouchers from PACCC must meet these standards. The city is now looking at the accreditation guidelines of the National Association for the Education of Young Children (NAEYC) and may revise its standards to meet those of NAEYC.

Municipal child care tuition subsidies are administered for the city by PACCC. Eligibility is based on HUD Section 8 requirements and a sliding fee scale is used. To be eligible a family must be a resident of Palo Alto or a city employee and supply verification of income.

There are no special regulations to facilitate the development of child care supply, but the Planning Department is switching to a one-stop permit process for anything requiring a permit, including child care. The City Council is now looking at requiring business licenses. If this is passed, some of the revenue from license fees could be earmarked for child care.

The Administrator of Human Services is responsible for the administration of the CDBG program, which includes funds for child care; some $850,000 in Human Service contracts; staffing the Human Relations Commission; advising the child care task force, the Palo Alto mediation task force, the disability awareness task force and the youth council. The Administrator sees her position as a link among the larger community, advisory groups, and city staff and between city staff and the larger community. The position is a full-time salaried position, evaluated annually by the head of the Department of Social and Community Services, the Assistant City Manager. The CDBG program is monitored once a year, and as a result of the most recent evaluation some processes are being changed.

Some consideration is being given to restructuring the Department of Social and Community Services because the Department Head has more than enough to do as the Assistant City Manager without the additional pressure of administering a Department with responsibilities for human services, libraries, arts and sciences, and recreation. The Administrator of Human Services, depending on the issue, turns to other municipal departments, councils, city staff, and primarily to

the Department Head for advise and information. Human Services is staffed by the Administrator, a secretary and a newly hired part time contracted employee to manage contracts. Services provided by Human Services are available to residents, people working in Palo Alto, and city employees.

The Administrator relies heavily on the planning, finance, and attorney's departments and the city clerk's office in city government, as well as other divisions within Social and Community Services around all issues affecting the Division including child care. There are no formal agreements to guide activities since, "everyone works well with one another," according to the Administrator.

An example of the type of informal coordination and /collaboration that takes place was a proposal for a new child care center, which went to the zoning office in the Planning Department. The center was to be located in a residential area and was receiving a great deal of community opposition. The Planning Department came to the child care task force for information. The center was approved. Another example is found in the workshops held by the Planning Department for potential family day care providers to let them know what the zoning requirements are. The only other municipal department with any direct child care involvement is in the Recreation Department, where a program officer directs the after-school programs. The Administrator is not directly involved in either community child care organizations or with state child care agencies. The activities of these agencies are coordinated by Palo Alto Community Child Care, which coordinates child care services and administers subsidies for the city.

While the overall annual budget of the Administration of Human Services for both staff and contracts with community programs is some $528,000 in federal funds and $1 million in general municipal funds, funds from the city for child care subsidies amounts to $245,000 annually, plus $150,000 to fund the administration of these services including child care coordination at Palo Alto Community Child Care. As with all other human services, the amounts available through Human Services for day care are limited by the annual appropriation process but have been consistently available over the past few years. Although the city just went through a budget tightening process, human services – and the Department of Social and Community Services in particular – did very well. The Administrator has not been expected to raise funds in the past, but in order to maintain existing service levels, she will probably need to look for outside sources of funds in the future.

The Department of Recreation provides about $60,000 annually for year-round after-school care programs. The Administrator of Human Services helped raise

funds for the Resource and Referral agency run by a local community agency, but this function does not receive any municipal funds. The school department runs and funds the Bessie Bolton Preschool for low-income families.

Background

The creation of the Division of Human Services in the early 1970s reflected the concern of residents and city staff for unmet service needs among city residents. One of the goals was to develop creative methods of funding human services. A Human Relations Commission was established and in 1972. The initiation of the Division of Human Services received widespread support in the community from advocates of the elderly, the child care community, the Human Relations Commission and the City Council. It took about a year and a half to establish the Division of Human Services and to obtain City Council approval; the director was hired in 1973-74. The Palo Alto Community Child Care (PACCC), a community based child care agency that operates thirteen child care centers, contracts with the city to administer the city's child care subsidies and coordinates other child care related activities was founded in the early 1970s as a direct result of the activity of a community based child care committee.

In 1986, a Task Force on employer-related child care sparked the development of an ongoing child care task force. Later that year a permanent municipal child care task force was created by the City Council. The fifteen members of the task force are recruited and approved by the Human Relations Commission and appointed by the Mayor to serve two year terms. Five members represent the business community, five are child care providers, five members represent the community at large. There is a liaison person from the Human Relations Commission, and the task force is informally staffed by the Administrator of Human Services, who acts in an advisory capacity to the group. The task force is charged with developing a master plan, monitoring the progress of the goals and objectives in the master plan, and advocating for child care in the community.

The city's child care policy is found in its commitment to formally fund child care beginning in 1972. Other policy related issues will be dealt with in the master plan being developed by the child care task force; the draft plan was released in January 1989. This Child Care Master Plan identifies one-year and five-year goals to meet the needs identified by the Task Force. Responsibility for implementing the goals is to be shared by PACCC, the Child Care Task Force, and the municipal government. The Child Care Task Force will continue to revise its goals annually

and make recommendations to the City Council through the Human Relations Commission on responsibility for implementing the goals.

Current Issues

Affordability is a bigger issue in the community than availability, and quality of care is the third most important issue. Infant care is the most expensive, and the sliding fee scale has been revamped to better meet the needs of low-income parents.

The major barriers to making child care more affordable are the lack of child care subsidy dollars from either the private or public sector. The lack of staff and the lack of support for better staff salaries affect quality. The current political climate for child care is very positive and child care ranks high relative to other city functions and problems. The city's involvement in child care has brought the issue of quality child care into the forefront and has educated consumers as to its importance. The city council has approved all expenditures for child care and was instrumental in creating the one-year employer-supported child care task force, which has evolved into the permanent child care task force.

A network for providers is being developed. Although this has been initiated by the community, the concept is supported by the city. There is a good chance that this will succeed as well as other recommendations from the forthcoming Master Plan.

Priority areas in child care include developing alternative funding for child care using community resources, business support and state and federal sources. Chances of success are fairly good, but it will take a lot of hard work.

Conclusion

The City of Palo Alto considers the creation of a permanent child care task force a major success. In addition, the city played a major role in securing business support for the resource and referral agency from Hewlett-Packard and Varian in addition to private donations. Thus far, there has been no negative reaction from the community to municipal child care activities.

Rapid City, South Dakota

Rapid City, South Dakota
(Population 46,492)

Contacts:
Douglas Kelley, Planning Clerk
City Planning Office
300 6th Street
Rapid City SD 57701
(605) 394-4120

Linda Wells,
Positive Parent Network
P.O. Box 2792
Rapid City SD 57709
(605) 348-9276

Rapid City supports child care through its Planning Department. On two occasions, the city provided Community Development Block Funds to the Positive Parent Network (PPN), a private, non-profit Family Resource Information and Referral agency. One grant provided respite care and child care for parents attending training sessions; the other was a grant to refer parents to training providers and to inform them of the state registration and the local permit process and help them become registered. PPN has turned to United Way to fund further information and referral work, since the city has informed them that no additional CDBG funding will be available for this purpose.

City child care ordinances have been revised and provisions have been established for a continuing review process to ensure that requirements are appropriate to different forms of care.

The city's zoning ordinance has been amended to include a set of regulations for child care facilities serving seven to twelve children. These new regulations were designed to address a lack of state regulations for facilities of that size.

Under the city's zoning ordinances, child care is a permissible use in certain residential, commercial, and industrial zoning districts, but only after the City Council has reviewed each individual application and given its approval – a process known as "use on review." Because the Planning Department oversees zoning matters in the city, all applications for child care uses are submitted to them.

The Planning Department also developed a "Child Care Packet" that provides all the information potential child care providers need in order to meet city and state requirements. The packet compliments the state's applications forms and includes names of contact persons and information on available resources for training and technical assistance.

While there is no formal Child Care Coordinator position in Rapid City, the Planning Department has designated one person, the Planning Clerk, to carry out functions similar to those of a municipal child care coordinator. In addition to collecting child care information, the Planning Clerk provides information to child care providers, represents the Planning Department on the Child Care Task Force, and participates in ordinance review and revision. The Clerk estimates that 5 percent of the position is devoted to child care issues. The Planning Director, who until recently was a state legislator as well, has taken municipal licensing issues to the state legislature, where there have been several attempts in recent years to establish increased state responsibility for licensing providers with fewer than twelve children.

Background

City involvement in child care issues was heightened in 1985 when serious overcrowding in a family day care home which came to the attention of a city council member. The ordinance that establishes child care as a use permitted after review sets requirements for anyone providing care for children. State regulations, however, did not apply to anyone caring for twelve or fewer children. The Planning Office sent a letter to everyone concerned with child care making them aware that standards had to be met in order to operate family day care homes and centers, and that all providers had to apply for a city "use on review" approval. Providers, upset with the requirements (which included special lighting systems, sprinklers, paved driveways, and prohibited the use of basement playrooms and made no distinction between centers and family day care), went to the City Council to argue that the regulations were not appropriate. As a result, the Child Care Task Force was created by proclamation in 1985 to review the city ordinance and to represent the interests of the community in the process.

The first Child Care Task Force, sanctioned by the mayor, included the Fire Inspector, family day care providers, center directors, the Planning Office and other child care organizations. During its first year, the Task Force reviewed the city ordinance and drafted changes that made the regulations appropriate for different categories of child care and extended some requirements for providers.

The Task Force presented ordinance changes to the City Council and prepared a report to the mayor and City Council (November 1986) on child care issues, which included a child care survey, a summary of potential funding sources for child care, and a series of recommendations on the application process for permits, provider qualifications and training, accessibility of child care and affordability. The City Council passed the Task Force recommendations as an amendment to the zoning ordinance early in 1987.

The Task Force was discontinued after the first ordinance changes were made, but it has since been re-created by a City Council resolution in October 1988, after some of the former members recognized that fewer than thirty facilities had applied for and received use-on-review permits. The mission of the new Task Force is to improve the accessibility and quality of child care in Rapid City and increase public awareness through education of the entire community. The new Task Force, again sanctioned by the mayor, includes representatives from city departments along with providers and other citizens. One of its three committees will consider further ordinance changes and state-city coordination of regulations. A second committee has launched a public awareness campaign for safe child care. The third committee's task is to work for revision of state standards and follow state and national child care issues. The Task Force conducted a child care survey in October 1988.

Current Issues

There are not nearly enough licensed providers in Rapid City, and there are many providers who are not licensed or otherwise regulated in any way. Some family day care providers care for enough children to be considered small child care centers, and there is still widespread ignorance and lack of cooperation on the part of parents and providers about licensing and quality issues. Priorities for the immediate future are community education, updated provider lists and lobbying at the state level for child care.

The Child Care Committee work plan contains consideration of ways to facilitate permit process and promote child care, and Kinder Care is studying the city for possible sites.

Costs are also an issue. Providers recognize that parents who are paid low wages cannot pay high rates for child care. The Child Care Task Force report has listed a number of potential sources of funding including a provision in state law (SDCL 26.6.18.1) stating that County Commissions and City Councils may establish and

maintain day care facilities and may also appropriate money from their general funds to support non-profit agencies providing child care.

Another potential barrier to establishing new facilities is the $50 filing fee and the requirement of a certified letter for permit applications. Still another barrier: the city staff is not large enough to monitor day care homes.

Conclusion

The development of the "Child Care Packet" and the revision of the local "Use on Review" permit are viewed as the major successes in child care policy. Rapid City sees itself as a state leader in child care issues and the ordinance and "Child Care Packet" has been presented to the state legislature as a model.

Sacramento, California

Sacramento, California
(Population 275,741)

Contact:
Jacquie Swaback
Child Care Coordinator
City of Sacramento
Parks and Community Services
1231 I Street #400
Sacramento CA 95814
(916) 449-5858

The city government has greatly expanded the amount of child care available in Sacramento and made great strides in involving business, industry, child care providers, and parents in the effort to make child care available and affordable.

The City of Sacramento provides a wide variety of child care related services:

- The city has a full-time Child Care Coordinator in the Department of Parks and Community Services.
- The Sacramento Housing and Redevelopment Authority builds child care centers in low-income areas and has built a child care facility in a downtown elderly housing project; it will give preference to city employees among others.
- The municipal Department of Parks and Community Services operates a school-age child care program, the "4th R," in fifteen school district sites.
- As in other cities in California, the public schools house and run a wide variety of early childhood education, child development and teen parenting programs funded by the state Department of Education and federal funds.
- Wages for city employees working in the Parks and Community Services school-age child care programs have been successfully raised, while parent fees, although also increased, remain competitive. Historically, lower wages were paid to child care workers in the community. The result is that the city

operated school-age child care programs now attract and keep well-qualified staff.

- Child care has been added to the city's general plan and the Child Care Coordinator is part of the Planning Department's review process for new development.
- The city has introduced a series of requirements and incentives for developers in the downtown and adjacent areas, using parking bonuses and an expedited process for approving child care centers.
- Zoning codes have been changed to allow family day care by right.
- A child care impact fee ordinance is currently being considered.
- The impetus to develop new child care facilities extends to the city's new sports arena which will include a child care center for employees and ticket holders.

Background

In 1978, when state government was the major employer and local revenues from property taxes were severely restricted by California's Proposition 13, Sacramento was not developing rapidly. A survey of industries in the city and the county identified child care as a major unmet need. By 1981, however, Sacramento was one of the fastest growing cities in the country. New development – including the construction of a major light rail line and a major dock project, and revitalization of the central business district – created a considerable number of new jobs, most of them in the service sector. Many of the new jobs paid less than the median income and were filled by single parents or by a second parent entering the labor force. In 1981, a Child Care Coalition was formed with members from the City and County government, the Central Labor Council, the United Way, the Private Industry Council and the Metropolitan Chamber of Commerce. The Coalition was started with technical assistance from a City Supervisor. The Coalition held a workshop on employer supported child care. The Coalition continues to sponsor one conference a year and has had a number of task forces. One of these, the Urban Planning Children Task Force surveyed students and parents from three school districts during 1984 and 1985. The survey results were included in new community plans as they were developed, as well as published in a book, *Planning Sacramento: Views of Students and Parents*.

The Coalition was instrumental in establishing a Mayor's Task Force on Child Care in 1985. The twenty-nine members of the Mayor's Task Force included representatives of the private and public sectors, child care providers and parents. The Child Care Task Force discussions and recommendations concerned educating and working with employers, increasing the number of child care facilities with help from both employers and the city, and developing child care benefits for city employees. One of the recommendations was the creation of the Child Care Coordinator position to implement the Task Force's recommendations. The position was established in the Parks and Community Services Department and the Coordinator was hired in January, 1987. In August, 1988, the Coordinator became a full-time, permanent municipal employee.

Current Status

During the past three years, the city has been instrumental in several child care related projects, programs, and policies.

The Municipal Housing and Redevelopment Agency is building several child care facilities. One, in a downtown area in an elderly housing project, will give priority to city, county, and Housing and Redevelopment employees; it represents the first on-site child care for city employees. The state Department of Personnel is providing some start-up funds for this center in return for spaces for their employees and is doing this in several other projects as well. The play area for the child care center is on the second floor roof.

In the past, the city has used local dollars (tax increment) and federal funds (CDBG) to build and/or subsidize ten child care centers in low-income neighborhoods. A new subsidized child care center with a Head Start program for 75 children opened in September, 1988 and an additional center is currently being built in another low-income area by the Housing and Redevelopment Authority. The program will be operated by a non-profit provider from the area.

The municipal Department of Parks and Community Services operates a school-age child care program, the "4th R", in fifteen school district sites under a joint agreement with the Sacramento City Unified School District and will expand to twenty-two sites in 1989-90. A grant was recently written to the state Department of Education for funds for seventeen portable buildings to allow the program to continue to operate, since the existing school space is needed for classrooms. The portable classrooms were placed on the school sites in time for the 1988-89 school year.

When the city created job classifications for the city-operated school age child care program staff, it based pay rates on existing city job categories that had similar education, experience, and responsibility requirements. Child care providers working in the city-operated programs therefore are paid about $2.50 more per hour than their counterparts in the private and non-profit sectors; they also receive city benefits. As a result, many providers want to work for the city, resulting in turn in a stable staff. Parent fees and salaries were raised in three stages, (since the programs are self-supporting), but fees are still competitive with market rates.

A child care benefit for city employees has been added to the existing flexible benefit package. City employees may also use some of their sick leave to take care of a sick child, and flex-time and job sharing are used.

A joint agreement is being written that would allow the general public and a child care facility to use a public park as a play area for children.

The Child Care Coordinator has worked closely with other city departments to refine the approval process for child care facilities. Using the Planning Department's Child Care Recommendations, the coordinator has created a draft, One-Stop Packet for Establishing Child Care Facilities in Sacramento, to help developers set up facilities. The zoning code has been changed to allow small and large family day care homes (for fewer than twelve children) by right in residential zones. In most zoning classifications, child care centers for more than thirteen children can be given a Special Use Permit by the Director of Planning, reducing time spent in the approval process.

Child care provisions have been added to six sections of the city's General Plan as well as some local community plans. The downtown plan includes a section on children and youth. In applying for use of publicly owned land, developers must address child care needs and may do so in a variety of ways. Incentives are used to encourage developers to build in the Central Business District. Those building in the outlying districts (the merged Downtown Redevelopment area) before February 1990 must provide a child care facility. Downtown office buildings can receive up to a 15 percent parking reduction if they include a child care center. High rise buildings must include child care or pay an in lieu fee. The Child Care Coordinator is now part of the Planning Department's review process for all large projects and is consulted as to the suitability of including child care facilities in projects.

Sacramento, California

A draft *Business Benefit Package: Child Care* produced by the coordinator informs businesses of a range of possible options for including child care services or benefits and points out that developers are more successful in leasing buildings that include child care centers. The new Arco Sports Arena, for example, will include a child care center for employees during the day and for ticket holders during evenings and weekends. The city is also considering using the arena's parking lots as park-and-ride lots for downtown workers. These workers could use the child care facility, thus parking their cars and their children at the same time. And through the assistance of the City, a private provider opened a new child care center for mildly ill children downtown.

The state funded resource and referral agency, Child Action Inc., trains providers and provides technical assistance to providers along with community colleges and the state college in the area.

The Child Care Coordinator works with the city departments and other agencies, private developers, child care providers, local employers, school districts, and others to: coordinate, facilitate, and support the establishment of child care facilities; establish child care benefits for public and private employees; develop incentives which encourage developers to include child care facilities in their projects; and establish equitable wages for child care workers.

The Coordinator's major focus during the past two years has been working with the Planning Department and developers, the Finance and Personnel Departments and with city employee's benefits programs. Although the Coordinator notes that she has been working closely with almost every municipal department, no regular interdepartmental meetings are held.

The Coordinator works closely with the Child Care Coalition, the local resource and referral agency, Child Action, Inc., PACE, (an organization of for-profit child care centers), the local chapter of the National Association for the Education of Young Children (NAEYC) and the Chamber of Commerce. At present, the Coordinator is beginning to work with PACE and NAEYC on instituting the national accreditation program for child care facilities in the city. At the state level, the Coordinator has developed working relationships with the Department of Social Services (the state licensing agency), the Department of Personnel Administration, the State Fire Marshal's Office and the Office of Real Estate and Design.

The Coordinator's position is now a permanent, administrative level position with funding for the position in the budget of Parks and Community Services Depart-

ment. The budget of $40,000 plus benefits covers only the Coordinator's salary. The Coordinator shares the time of one secretary with seven other staff. The position reports directly to a management-level employee of the Department, and an annual work plan is developed for city council review.

The Mayor's Task Force is no longer in existence, but the Child Care Coordinator convenes task forces around specific issues. The Child Care Coordinator's mandate is to implement the recommendations of the 1985 Mayor's Task Force. The Child Care Coalition remains active in the city and the county and continues to hold conferences and is involved in furthering child care issues. The county also has a Children's Commission whose purpose is to coordinate city and county children's issues.

Sacramento has no formal child care policy, but policies exist informally in a number of different agencies. The city hired a consultant to do a "nexus" study to be used as a basis for a Child Care Ordinance. The government must show a nexus, or a linkage between the development and increased child care needs as well as a nexus between fees charged and the cost of meeting the increased needs. The ordinance will go beyond downtown development and address child care needs at work, home and school sites. Under the staff proposal it is hoped that the ordinance will motivate developers to include child care in their projects, as well as receive money from the general fund for subsidized child care. A child care tax is also being considered. Child care has been added to the city's general plan and the city is beginning to develop a Five Year Plan for Child Care, collecting information on supply and demand for care in each council district and using additional information to locate child care facilities in employment areas, residential areas and on school sites in each district.

Current Issues

The city continues to need facilities for the care of infants and school-age children, particularly near employment centers. Three main issues – supply, quality, and affordability – are involved.

The supply of child care has improved, but funds are needed to support further increases. The quality of child care is being addressed through accreditation and salary increases. Salary increases, however, are linked to fee increases, making it important for employers to offer child care benefits.

Affordability is the most difficult problem. About 50 percent of the children needing child care receive it from licensed providers; the rest, from unlicensed and unregulated child care providers who offer lower cost to parents.

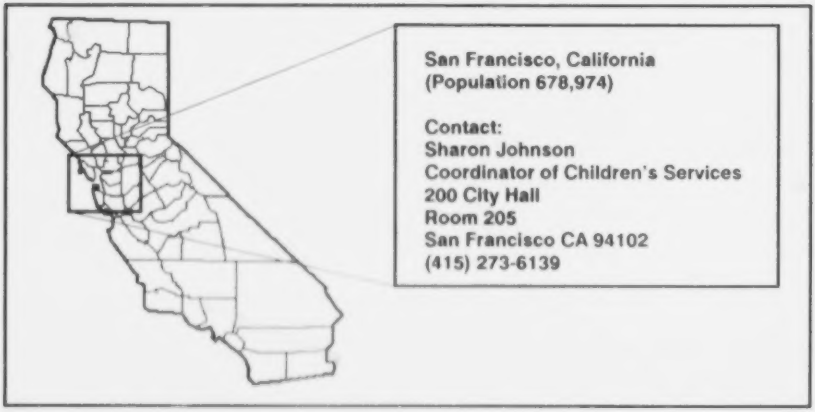
The proposed Child Care Ordinance is the largest pending initiative. It provides for a Child Care Fund, with moneys coming from the General Fund, developer fees and possibly the general public. There is also a move to establish salary increases for private providers. This initiative involves a city-wide look at the costs of raising salaries and securing the funds to support these raises.

The proposed child care ordinance contains provisions for a fund to assist working poor families. In terms of helping city employees, while the city has implemented a flexible benefit plan it has yet to implement a Dependent Care Assistance Plan (DCAP) for city employees. The county has implemented a DCAP for its employees. The Coordinator plans to work with the Chamber of Commerce to help businesses implement employee child care benefits and to help existing child care providers expand their businesses, as well as support the training of more providers to meet the growing need for child care staff and for substitute teachers.

Conclusions

The City of Sacramento has greatly expanded the amount of child care available and made significant strides in involving business, industry, the public and private sectors, providers and parents in making child care more affordable and accessible.

San Francisco, California



San Francisco, California
(Population 678,974)

Contact:
Sharon Johnson
Coordinator of Children's Services
200 City Hall
Room 205
San Francisco CA 94102
(415) 273-6139

The creation of a new position – Coordinator of Children's Services – in the Mayor's Office of Child Care reflects a major reorientation of the Office toward a broader, more encompassing mission covering all children's services. The new position, created by the Mayor, replaces the position of Child Care Coordinator.

The city uses municipal, state, and federal Community Development Block Grant funds through the Mayor's Office of Community Development for child care subsidies and facility renovation for family day care homes and child care centers. The Office of Community Development, together with the local state-funded resource and referral agencies, provides training and technical assistance for child care providers. The public schools provide a large variety of child development, Head Start, and school-age child care programs using primarily federal and state funds from the Department of Education. Some 3,000 school age children are served by public school operated, after-school care programs. One recent development under the new Coordinator has been to set up a new Head Start program in property administered by the San Francisco Housing Authority. Two state funded resource and referral agencies serve the city; one specifically serves the Chinese community.

The city is just beginning to implement a dependent care assistance plan for municipal employees, which will permit employees to pay for child care with pre-tax dollars. San Francisco is one of the earliest communities to develop specific linkage requirements for the developers of office and hotel space;

developers must either provide on-site child care or contribute to a special child care fund.

Background

A strong and well organized child care community including one of the earliest resource and referral agencies in the state pressed for a government level position in child care in the late 1970s. An ordinance creating The Office of Child Care, the position of Director of the Office, and an Advisory Council to the Office passed in 1979 with no major opposition. In June, 1988, the current Mayor created a new position, Coordinator of Children's Services. The position of Child Care Coordinator is vacant, and the new Coordinator has taken over the duties of that position, along with investigating ways in which the city and county can develop a coordinated system of youth and family services. There is no separate ordinance or job description for this new position. The Mayor will review potential models for the new function, early in 1989.

Current Status

The original powers and duties of the Office of Child Care included holding public hearings on matters relevant to full, occasional, and part-time child care; reviewing national state and local legislation; recommending to the Board of Supervisors and the Mayor positions on such legislation; publicizing such legislation; evaluating the need for child care in the city and planning to meet these needs in cooperation with the Advisory Council; making information guidance and technical assistance available to other public agencies including the school system and to private individuals and organizations; and making recommendations to other city agencies regarding the implementation of programs and practices to encourage the development, coordination, and expansion of child care services. The major focus of that Office, according to the current Coordinator of Children's Services, had been organizing conferences. The Director's job had been to facilitate communication and education on child care issues. The Office initiated some change in public school policy with regard to school-age child care and worked to support Supervisor Walker's Office and Hotel Linkage legislation. According to a study of California Child Care Coordinators conducted by the Sacramento Child Care Coordinator, the former Director had also developed a mental health consultation team concept paper for the development of effective support services for child care facilities and had also been instrumental in developing the San Francisco Intergenerational Network.

The task of the new Coordinator of Children's Services is to develop models for the city and county that would create a coordinated system of youth and family services. As a long term goal, the Coordinator would be responsible for developing policy and the coordination system itself.

The Coordinator of Children's Services, like the former Director of Child Care, reports directly to the Mayor and meets with a number of city agencies. Since the position is an administrative one at the level of department head, the Coordinator meets bi-monthly with other department heads. She meets with the Child Care Switchboard (San Francisco's state funded child care resource and referral agency) and with center-based and family day care providers. Members of the child care community are on the Advisory Council. At this writing, the new Coordinator has not yet established relationships with state child care related agencies. The budget of $36,000, from the city's general fund, covers the salaried position only. There was no funding for operations and this continues to be the case.

The ordinance creating the Office of Child Care created a permanent Advisory Council to the Office of Child Care. The San Francisco Board of Supervisors appoints eleven of the nineteen members and the Mayor appoints the remainder. The Advisory Council includes seven consumers, a member of the Board of Education and others delivering child care or knowledgeable in the field of child care. The Council advises the Office on evaluating the nature and extent of the need for child care in the City and County of San Francisco and preparing, coordinating and recommending programs and activities to help satisfy such needs. The creation of the Office of Child Care and its Advisory Council is the only child care policy that the city has developed to date.

Current Issues

The city needs more public/private space for child care. More state subsidies are needed so that child care is affordable at all income levels. More private business development of child care in the city is also needed. A stronger child development emphasis is needed in the child care that is available. The new Coordinator feels that child care has been a very low priority with elected officials and city government until now, but is rising in importance compared to other issues.

San Jose, California

San Jose, California
(Population 629,400)

Contact:
Deborah Simon
Child Care Coordinator
The San Jose Office for Child Care
City of San Jose
333 West Santa Clara Street
San Jose CA 95110

San Jose opened its Office for Child Care on October 17, 1988, in response to the recommendations of a special child care task force. In addition to providing funds for the Office for Child Care, the city provides an extensive school-age child care program through the Department of Parks, Recreation and Community Services.

Background

The city's active involvement in child care began when a city councilwoman interested in child care issues proposed that the city council create a child care task force, which she subsequently chaired. The task force was formed in November 1985 and began a one-year effort in January 1986, conducting a needs assessment and discovering that only 20 percent of the need for child care was being met (even less of the need was met for low-income populations). The action plan developed by the task force recommended creating an Office of Child Care, hiring a full-time coordinator, forming a fifteen-member Child Care Council with city-wide representation, and starting work on a three year child care action plan. The City Council adopted the task force recommendations in early 1987, funding for the Office was passed by resolution, and the Child Care Coordinator was hired in October 1988.

Key players in this effort were the councilwoman and the twenty-five members of the task force who represented providers, business, the Chamber of Commerce, parents, developers, social service agencies, school district and universities. The strategy was to involve everyone who had a stake in child care or who

might potentially resist municipal involvement. There was no active municipal resistance to the effort, but City Council members were concerned about the potential cost as there was a hiring freeze in city government at the time. The Councilwoman secured the Mayor's support, and the city put up $20,000 as seed money and an additional $50,000 was made available from the 1988-89 budget. Private fund raising was also conducted in 1988.

Before the task force was created, work on child care related issues was conducted through the Councilwoman's office, mostly on an informal basis. With the creation of the Office for Child Care, child care issues are now moving from the legislative branch to the city's administrative branch.

Current Status

San Jose has an extensive after-school program run by the Department of Parks, Recreation and Community Services. In 1986, the City Council allocated $1 million to expand after-school recreation programs to a total of 113 sites. Some child care programs in the city receive CDBG funds. The San Jose Unified School District contracts out with community based providers for after-school child care programs. There is also a court ordered desegregation program that provides both before and after-school care.

The city has also instituted a dependent care assistance plan for city employees and is working on other municipal employee child care initiatives. A grass roots parents organization of city employees organized and secured space for the children of city employees in a child care center operated by the federal housing authority. To support these activities before the Office for Child Care existed, money and staff support was available from the Councilwoman's office.

Several regulations have been changed to facilitate the development of child care centers. The city eliminated the $275 administrative permit and the annual $150 business tax for family day care providers, and land use permits for existing child care centers and for child care centers at churches and schools were also eliminated.

The county operates a resource and referral agency, and training and technical assistance is provided by an agency and the community college. The city has provided $70,000 towards the costs of the Office of Child Care. The Packard Foundation will provide another $50,000 over a three year period beginning in fiscal year 1989, and a state grant of $20,000 is pending. Although city funds are subject to annual approval, establishment of the Office of Child Care suggests

that child care will remain part of city's operating budget. The current total budget for the office is approximately $100,000, which includes the salary of the Coordinator, one full-time clerical person and operating expenses. The Coordinator's salary is set at $40,000. The position is a full-time, civil service position (a direct salaried municipal employee) under the Department of Recreation, Parks and Community Services. The Coordinator reports to the Director of this Department.

The resolution adopted by the City Council creating the Office of Child Care spelled out the responsibilities of the Coordinator, which include:

- coordinating existing child care resources in the city;
- helping child care providers and the private sector create new child care programs assisting city residents in locating child care;
- educating providers, parents, and employers on child care options;
- working with city employee groups to develop child care benefits; and
- working with city lobbyists on developing state child care legislation.

The major goal of the new Office is to increase the amount of affordable child care in San Jose and to identify funding for new programs.

The Office is expected to provide increased outreach to employers and encourage their involvement in child care. The Child Care Coordinator expects to be able to call on any department head for assistance and serve on all city committees dealing with child care problems. The Coordinator will also work with the many local child care provider organizations, as well as in state groups and with state agencies, taking over these responsibilities from the Councilwoman's staff person who was active in child care at both the local and state level.

The Child Care Commission recommended by the task force is in the process of being formed. The Commission will be a permanent body of fifteen members; each of the ten City Council members will nominate a member to represent their district; the Mayor will nominate five members at large, subject to City Council approval. The Commission will oversee and advise the Office of Child Care, lobby for child care, and advise the City Council on all matters relating to child care. The relationship of the Coordinator to the Commission is one of mutual support.

Municipal child care policy is contained in both the Task Force report noted above and, through the Office of Intergovernmental Affairs, which worked with

the Administrative Services Committee, in an official child care policy for the city used as a guide in developing specific initiatives. While the Task Force report called for the creation of the Office of Child Care, the Office of Intergovernmental Affairs outlined the legislative requirements for creating the Office.

Current Issues

The major issues in the city are the low pay of the child care providers, which discourages men and women from staying in the field. Regulations discourage the entry of new providers. There is little or no child care for sick children, and few employers provide child care support for their employees.

The regulation of child care and the lack of incentive loans make it difficult to begin new programs. The current political climate is very supportive, with the City Council supporting the Councilwoman's child care initiatives.

It is anticipated that the city's general plan will be changed to incorporate child care.

Conclusions

The efforts of the Councilwoman, the Task Force and the City Council in creating the Office for Child Care are major successes. The media has been very positive and the community supportive. The supply of child care has also increased.

San Rafael, California

San Rafael, California
(Population 44,700)

Contact:
Nancy Percy
Recreation Supervisor
School-Age Child Care Coordinator
P.O. Box 60
San Rafael CA 94915
(415) 485-3386

San Rafael's major involvement in child care is the provision of school-age child care in seven locations serving some 700 children. The Child Care Coordinator oversees the administration of this effort and supervises the staff of these programs. The annual budget for this program is approximately $1.25 million from the State Department of Education.

Before the first school-age child care center was created in 1974, the Recreation Department ran after-school playground programs for school-age children. At present, the city is involvement is limited to the five city operated school-age child care programs and two preschool child care programs. The city has a contract with the state Department of Education for latchkey program subsidies used by participants in the school-age child care program. The city's Planning Department has tried to facilitate the growth of the child care supply by shifting the burden of proof for use permits to those objecting to the permit rather than the party seeking it. The city is trying to make sure that it is not a stumbling block in the use permit process.

Several businesses in the community provide scholarship funds for school-age child care. The child care coordinator is exploring developing a child care program for a life insurance company's employees; the company currently provides some scholarship assistance. The state does fund a resource and referral agency, "Project Care," which serves all of Marin County and provides training and technical support for community day care providers.

The Child Care Coordinator manages the city's seven child care programs. There is no formal job description for the position. The Coordinator operates under the

job description for a Recreation Supervisor. The position is a full-time salaried municipal position under the budget of the Recreation Department. The coordinator reports directly to the Recreation Director. The child care function is staffed by a full-time coordinator, a bookkeeper and a secretary.

The Coordinator turns for information and advice primarily to colleagues in the California School Age Child Care Consortium, of which she was a founding member. She also turns to the state Departments of Education and Social Services. Her immediate supervisor is consulted only when approval for specific items is required or if program expansion is being considered.

Relationships with other municipal departments are very good. The Coordinator receives assistance from and works with every department including fire, police (with whom she conducted an extensive program on child abuse prevention), finance, planning and public works (which has been helpful in site development). The contact with other departments is on an informal, as needed basis; there are no interagency agreements in place.

The Coordinator maintains significant involvement with local child care issues through the local resource and referral agency and through active involvement with National Association for the Education of Young Children, and the California School-Age Child Care Consortium. She maintains a close relationship with state agencies. The Coordinator authored a paper for the state Department of Social Services (DSS) Advisory Board on developing school-age child care licensing regulations and worked on the state's latchkey legislation, representing the providers' viewpoint. She is a frequent speaker on latchkey issues at the local, state and national level.

The total annual budget of $1.25 million for the seven child care programs is raised through parent fees, state subsidies for care of low-income children, and some corporate scholarships. The budget covers all aspects of the operation of the seven centers plus the salary of child care coordinator. Several years ago, a budget shortfall required use of city general funds. The program paid the city back in full and this has not recurred. All program costs, except liability insurance premiums, which are paid by the city, are covered in full. The program can call on the city's Finance Department and the City Attorney for help should the need arise. The funds are sufficient to sustain the seven programs but not sufficient for capital improvements, which would enhance the quality of the program. The budget is always tight, there are never enough scholarship funds, and there are still unserved children in the community.

The school department does not have a separate child care budget, but it has written a proposal for a grant to provide a pilot enrichment program for school age children, called the After-School Academy.

A recently formed child care task force met for the first time early in 1989 to examine child care needs and supply and population projections for the next decade. The creation of the Task Force was part of the municipal general plan, and the task force is expected to become a permanent commission. Once it achieves permanent status, the Commission will focus on developing a scholarship fund and a city-wide voucher program to support school-age child care; it will also work with the school board to keep attention focused on school-age child care, and set goals and objectives for the city, which would also give greater direction to the Coordinator's job.

The city has passed a variety of resolutions since 1974, when the first school-age child care program was set up, but there is no overall child care policy.

Background

The city's involvement in child care began when a group of parents approached the PTA, the school board, and the city council in 1974 advocating school-age child care. The city's response was to offer to staff the effort if the school district would provide space. The present Supervisor was hired in August 1974, originally as the first Director of the school age-child care program for sixteen children. (San Rafael now has seven seven school-age child care centers serving some 700 children, with major growth occurring between 1980 and 1982.)

In the beginning, the Director moved from center to center, getting each one started. By 1983, it was clear that someone beyond a Recreation Supervisor with other responsibilities was needed to coordinate this rapidly expanding effort and introduce some budget controls, and the coordinator's position was created. There was little opposition on the part of city government to enter the field, but the city was a bit apprehensive and reluctant to commit itself to a more formal approach. In particular there was some resistance to the centers being licensed by the state Department of Social Services, which occurred in 1984.

Current Issues

Availability of child care is a major problem. Child care efforts have to focus on coordinating with the schools, since they have the most readily available facilities.

The schools need to move beyond a narrow focus on education and form partnerships with child care programs to serve the needs of families. Liability insurance in California continues to be a major issue. Some question whether all forms of child care actually require licensing; activity programs for 5th graders and older, for example, may not need to come under the same licensing code as child care programs.

Liability insurance issues in California after Proposition 13 caused most municipal playgrounds to close. There are ongoing space problems and – as always – funding problems. The city's current political climate is very positive for school-age child care; a new school-age child care center just opened in a city park. The city is very supportive and at present open minded, but program development needs to proceed carefully. The relative importance of child care to other municipal issues varies over time. With the opening of the newest center, it is probably low in importance, but at other times it has ranked near the top.

The city will likely move towards becoming an active partner with the private sector, the school district, and non-profit providers in developing child care resources. The new Task Force will be important in identifying city-wide needs and resources and providing direction for future efforts. The city will probably continue its present role as provider of school-age child care programs.

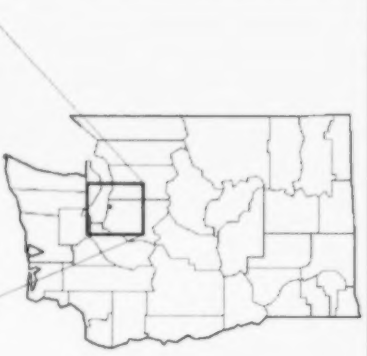
Conclusions

Being able to offer safe, quality child care to 750 children has to be regarded as a major accomplishment. There is positive feedback from parents and annual evaluations continue to indicate that the program is successful.

Seattle, Washington

Seattle, Washington
(Population 493,846)

Contact:
Billie Young
Child Care Coordinator
Division of Family and Youth Services
Department of Human Resources
105 Union Street, Suite 160
Seattle WA 98101
(206) 386-1143



Seattle has a long history of concern with services to children and youth. Since the early 1970s, the city has both operated its own child care services and contracted with a variety of local agencies to provide these services. The city's Department of Human Resources (DHR), Division of Family and Youth Services (DFYS), manages a child care subsidy program for 1,300 children a year from a combination of city, CDBG and JTPA and state funds. DHR contracts with more than 200 homes, centers, and mini-centers throughout King County to provide subsidized care. Additional contracts with local agencies are used to provide training, technical assistance, a visiting nurse program, program monitoring and information and referral.

Other city departments are also involved in providing child care, in particular school-age child care. The School's Out Consortium receives some city funds and represents a public-private partnership of the YWCA, corporations, DFYS, the Parks Department, and the Library. These latter two departments also run their own school-age child care programs. The Seattle Public Schools has joined with the city to develop the Day Care in the Public Schools Project. These programs use space in the public schools but are run by community child care agencies. This effort is supported by a $5 million local tax levy to build child care centers in fourteen Seattle schools.

The city also provides child care programs for its employees, including a dependent care assistance plan, flex-time, job sharing, part-time employment, and child care resource and referral services for city employees, and it may open a day care center near city hall in 1989. To help increase the supply of child care, the city's

Department of Construction and Land Use has removed zoning barriers, reduced fees, and provides technical assistance to help prospective providers through the permit process. Developers are offered a bonus incentive in exchange for free space for child care.

Background

The city's involvement in child care began during 1972 under the federal Model Cities program for the central area of the city. A welfare task force recommended that a model child care program be developed to help families get off welfare. During the initial year of the child care program, the Model Cities program subcontracted with a licensed community child care provider for services but was not satisfied with the arrangement. The period from 1973 through 1976 saw the development of four city-run child care centers in the central area where there was a lack of licensed child care. The Model Cities program also continued to purchase services from existing centers and family day care homes. Services were later expanded to include other areas of the city, and the city applied for and received matching child care funds from the state Department of Social and Health Services (Title IVA). As the Model Cities funds decreased, the city began to use General Revenue Sharing funds for child care and began contracting out for all child care services, as direct operation proved too complicated and expensive.

In 1974, a Child Care Coordinator position was created by city ordinance. The position was created at the request of City Council members responding to the national interest in child care issues in the early 1970s. The task of the Coordinator was to evaluate the community's child care resources, develop plans for the city's future role in child care if Model Cities funds disappeared, and bring community people together to plan future directions in child care. In 1976, the city became the administering agency for the Model Cities programs. The child care program became the Division of Children's Services, a part of the Department of Human Resources (DHR). A central office staff of five oversaw the contracted services which included support services (such as health services), and education and training for child care providers. Attempts were made to phase out the Coordinator's position in 1976, but the position was saved and relocated to the Division of Children Services. Eventually the Division of Children's Services was combined with DHR's Youth Division to become the Division of Families and Youth.

Seattle, Washington

In 1987, the city passed an ordinance establishing a Commission for Children and Youth, which has a child care subcommittee. A specific child care policy is part of the Children and Youth Policy Plan passed early in 1988. In 1986, DFYS began to pay particular attention to increasing the supply of school-age child care programs, including using $5 million of a $17 million school levy to construct dedicated child care space in fourteen newly built elementary schools. Additional school-age child care has been supported by federal Dependent Care Block Grants funds received from the state, CDBG funds, and from the city's general funds.

Current Status

The city's child care activities are funded from three major sources: Community Development Block Grants, general revenue, Job Training Partnership Act (JTPA), plus a small amount from the state Department of Social and Health services. JTPA funds are used to provide subsidies on a county-wide basis. Program funding, while fluctuating slightly from year to year, has remained essentially stable. The current total devoted to child care related activities is $1.386 million; this does not include funds from the public school tax levy, the library or Parks Department child care efforts.

The City Council has established a dependent care assistance plan for city employees. The city also provides flex-time, job sharing, and part time work for municipal employees. Personnel policies permit employees to use their sick leave to care for sick children. The city has just purchased two buildings near city hall and is attempting to get some space licensed to establish a child care center for city employees. The city will support the necessary renovations, provide the space rent free, and lease it to a community-based provider. The ongoing operation will be supported by employee fees and child care subsidies from the city for eligible families. A pilot project currently purchases child care resource and referral services for city employees from the King County Day Care Referral System (DCRS). The city founded and funds 50 percent of the Child and Family Resource Center, a resource and training program for child care providers.

The city's Comprehensive Child Care Program is administered by the DFYS's Child Development Unit. Subsidies, primarily from CDBG, JTPA and city general funds support a vendor voucher system with local child care providers and serves 1,300 children per year. CDBG funding provides on-site training, nurse consultation, health education, and technical assistance for ninety centers and homes that serve city-funded children.

The city's Department of Construction and Land Use (DCLU) has become very involved in expanding the supply of care. Zoning barriers have been reduced to establish day care centers and homes in certain areas. Filing and permit fees for child care centers have also been reduced. A specialist on the DCLU staff assists providers through the permit process. Developers are encouraged to provide free space for child care through an incentive bonus plan that permits them to build larger buildings. If the center is not viable after three years, the developer can pay into a child care fund. At least 20 percent of the families served must be low-income families. One center is now operating and two more are in the development stage.

Some $60,000 of CDBG physical development funds are used in an effort to bring child care centers licensed under the old codes up to current standards. This effort involves DHR, the Department of Community Development, and the DCLU. The Child Care Program provides technical assistance to new child care providers in the community and to providers accepting city vouchers. Under subcontract a local vocational-technical institute provides on-site child care training; two hours of training every other week are provided for family day care providers, three hours per week for center based programs. Additional workshops and courses for providers are available from the Child and Family Resource Center, a community agency begun by DFYS in 1985, which continues to receive one-half of its operating costs from DHR. Subcontracted child care programs also receive consulting nurse services to help providers deal with children's medical or emotional difficulties. Annual monitoring visits to voucher centers and homes are conducted by Child Care program staff. Monitoring is based on National Association for the Education of Young Children (NAEYC) accreditation standards. A team composed of child care program staff, nurse consultants, and the trainers team meets twice a year to discuss each site and develop technical assistance plans. The visiting nurse services, the contract with Child and Family Resource Center for training, and the training by the vocational-technical institute are funded by $147,000 in CDBG money.

A current special project of DFYS's Child Care Program is the development of a system of child care for homeless families, using community based child care providers in concert with two specialized centers for kids in shelters.

The city has been particularly active in school-age child care. In 1987, DFYS received a federal Dependent Care Block Grant from the state and raised matching funds and in-kind donations from the private sector. The funds were used to hold a one-day symposium and employer breakfast on latchkey issues,

develop a directory of school-age child care services in the community, establish a membership advocacy organization called Schools' Out Consortium, and hire a Coordinator to oversee the project. In fall 1988, the Consortium was spun off to the YWCA of Seattle-King County. DFYS, which no longer administers the Consortium, remains on its advisory board. The Parks Department and Library are also actively involved with the Consortium. The YWCA also receives a $5,000 grant from DFYS for a training mentorship program. This program recruits new providers and provides on-site training and consultation to twenty-five school-age child care centers and ten family day care homes. The Consortium sponsors city- and state-wide conferences, workshop series, business luncheons and seminars, information for parents, and a school-age child care resource guide.

While the public schools try not to put their own money into child care, they are involved in providing Head Start, preschool, and handicapped preschool programs using state and federal funds. The Day Care in the Schools Project is a partnership between the city, school district, and community child care providers. Fourteen day care centers are scheduled to be constructed as part of a capital construction program funded by $5 million of a $17 million tax levy for repair work on school buildings passed in 1986. The $5 million is targeted specifically for the construction of child care space in fourteen newly built elementary schools. Child care programs are offered dedicated space that cannot be used by the District for other purposes.

Proposals from providers are reviewed by a community panel under the leadership of the city's Child Care Coordinator to select the provider for each site. Providers enter into a rental agreement with the school district and also contract with DFYS to provide subsidized care for low-income families. DFYS also provides consultants to help the new school programs get started and to monitor the quality of their program. Each site receives twelve hours of on-site training and consultation during the start-up phase to assist with the planning process and four to six hours of on-site training per month thereafter. Four of the fourteen centers opened in the fall of 1988. Two other centers opened in 1987, when the city purchased specially designed portable units for two elementary schools using $240,000 from general funds.

School-age child care is also offered by the libraries which operate an after school homework center, two school-age child care programs and some preschool programs. The Parks Department also runs school-age child care programs, called Kids' Place, at community centers throughout the city. The State Superintendent of Public Instruction is proposing a $3 million state latchkey program.

The Child Care Coordinator's activities focus on the administration of a city- and county-wide subsidy program for 1,300 children. The Coordinator prepares and monitors contracts for training, health, and other support services, monitors child care contracts, provides technical assistance, and is liaison between the municipal government and the child care community. The Coordinator also prepares grants, including the CDBG renewals, monitors these grants, and supervises special projects such as The Sexual Abuse Prevention Research Project and Day Care in the Schools. The Coordinator acts as liaison to other city agencies and departments on child care related issues and works cooperatively with other DFYS units in planning, program development and budget activities. The Coordinator staffs the child care subcommittee of the Family and Youth Commission. The Coordinator is a full-time, permanent, directly salaried municipal employee.

The staff of the program includes the Coordinator, a part-time child care specialist, three intake staff, a half-time data entry person, one accounting position and use of the secretarial pool. The Coordinator reports to the Manager for Children's Programs, who is responsible to the Director of the Division of Families and Youth Services. The Child Care Coordinator works closely with community child care providers the state child care office, and professionals in other states (such as BANANAS, Inc., in Oakland, California, and other Child Care Coordinators in Colorado and California), and community child care advocates.

At present there is an interdepartmental group for city activities related to child care. The Coordinator works with the Commission for Families and Youth, is a member and public policy co-chair of the local NAEYC affiliate, and is a member of the National Advisory Panel for the Child Care Action Campaign. At the state level, the Coordinator works closely with the state day care licensers (with regard to the sites monitored by the city) and with the state Office for Early Childhood Development. The Mayor has developed a close partnership with the school district, and there have been annual city funding initiatives for child care and related services in the schools. In addition to child care, DFYS funds social workers and Head Start in the elementary schools. In the Department of Construction and Land use, one person specializes in child care related issues.

In 1987, a city ordinance established a Commission for Families and Youth, which focuses on developing municipal plans for children and youth. Twenty members are appointed, ten by the Mayor and ten by the City Council. The Council's diverse membership includes pediatricians, lawyers, social workers, and representatives of the League of Women Voters and other groups. In 1988, a subcom-

mittee on child care was formed; its members are recruited by the Commission and include professionals from the child care field, a judge, a League of Women Voters activist, and others. The Commission focuses on what city government can do for children and youth, particularly in the area of coordinating the activities of various city departments and agencies. The Commission has spent considerable time on defining its role, since a similar regional planning effort, the King County Round Table, has begun. During the Commission's last annual retreat, child care was moved down to fourth priority for 1989. The Child Care Subcommittee did succeed in increasing the budget for child care by $43,000 and is working to get the city committed to focusing on quality-of-care issues.

In addition to the Children and Youth Commission subcommittee, two other groups have roles in child care in the city. The first is a group of contractors (both day care centers and family day care homes) that meets bi-monthly. This informal group reviews and comments on city child care policy decisions. The second group is the Women's Commission, a formally-constituted municipal commission that would like to expand its role in child care related issues. A permanent body connected to both Commissions that could advise the child care programs and DHR is being sought.

In 1987 the Human Services Strategic Planning Office was established by ordinance. The Office was directed to establish plans for the homeless and for children and youth. The Children and Youth Policy Plan, passed in January 1988, establishes DHR priorities for the next three years across a wide-variety of areas including youth employment and child abuse. Child Care recommendations include funding to increase the supply and quality of care. However, during the 1989 budget process, a decision was made to focus scarce funds on subsidies, rather than on quality and supply enhancements.

Current Issues

The critical issues as outlined in the Strategic Plan for Child Care, 1988-1990 (City of Seattle Department of Human Resources), include:

- the severe shortage of qualified child care staff;
- difficulty finding the right kind of child care, particularly for families low-income neighborhoods or with infants or school-aged children;
- affordability – most families cannot afford the full cost of care and subsidies are meeting only 15 percent of the need;

- undercapitalization of most child care programs
- disparity between government rates and the market rate of the services; and
- the need for creative new partnerships and funding strategies to address the economic problem confronting the child care system.

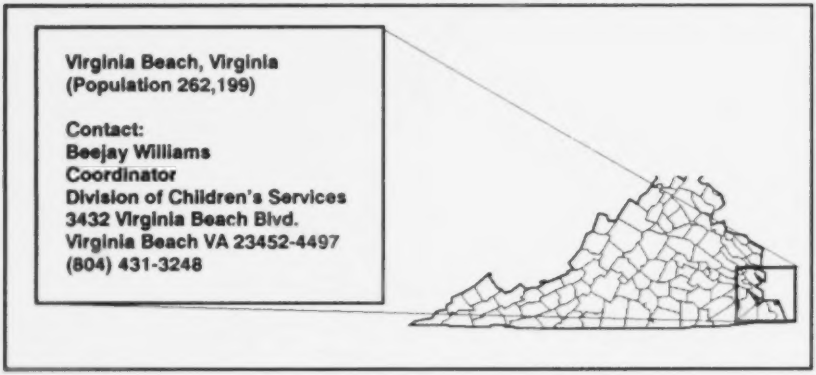
An additional issue is that the county has developed a child care plan and has hired a coordinator. Seattle needs to coordinate closely with the county programs and, in fact, the city program is the model for the county's new program. Another complication is the different city and county rates paid for child care as well as different rates paid by the state.

The budget for child care has doubled from half a million to one million dollars in the past five years, without any increases in staffing levels to handle the growth in workload.

Conclusion

The City of Seattle has doubled its funding for child care in five years and significantly improved the quality and availability of affordable child care. Seattle was instrumental in starting a resource center and assisted in passing the school levy which provides funds for child care programs in schools. The city has been instrumental in framing the debate on child care and moving the community forward to address critical issues.

Virginia Beach, Virginia



In Virginia Beach, the city's involvement has made a difference in child care. A municipally sponsored summer day camp for children of city employees was a big success, and increasing numbers of family day care providers are being licensed and helped by the city's Child Care Coordinator. Four new child care centers have been established and expanded. As child care services have increased, so has the demand for child care services, and the Child Care Coordinator has been providing information and referrals to a growing number of parents.

Current Status

The City of Virginia Beach provides funds for child care subsidies and supports a Child Care Coordinator position in the Division of Children's Services, a division of the Department of Social Services. The public schools participate in providing child care programs – they permit the Department of Parks and Recreation to use school facilities and offer the Before School and After School Programs for school age children.

The city is working on developing child care programs and subsidies for city employees. In 1989, the city will begin providing a flexible benefit plan for city employees. The city Department of Parks and Recreation and the Division of Children's Services operated a successful summer day camp for ten weeks for the children of municipal and school board employees. Fifty families from the city and school board used the service.

The Department of Parks and Recreation administers a pilot Before School Program at two local elementary schools. The Division of Children's Services

worked with the schools and obtained their assistance in offering the school breakfast program to all students at these sites. A sliding fee scale to meet the needs of low-income families is available upon request at both sites. The Department of Parks and Recreation also conduct after-school recreational activities at twenty-three sites.

The Division of Children's Services provide a resource list of other agencies providing child care, but it is not comprehensive. Since April 1988, an informal and unpublicized Information and Referral service has been in place. Callers are provided with appropriate information concerning child care resources and information concerning certification and licensing. The Division of Children's Services also coordinates and shares information on day care provider training opportunities available in the community.

The Day Care Unit administers a sliding fee scale subsidy program using city and state funds for families who are income eligible. All income eligible families are served on a first come, first served basis.

Head Start serves the community at two sites utilizing city and private buildings. The local National Association for the Education of Young Children affiliate is not a very visible organization in Virginia Beach. The Tidewater Child Care Association has done some advocacy in the surrounding are but not much in Virginia Beach itself. The Norfolk Planning Council (serving Norfolk, Portsmouth, Virginia Beach) has been involved in developing employer sponsored resource and referral. Attempts are being made to coordinate agency efforts to develop additional public/private initiatives.

The Child Development Specialist is studying child care initiatives in other cities. There is no formal job description for the position. The position is the only full time, directly salaried municipal employee position in the Division of Children's Services. The primary focus of this position is to coordinate the efforts of city departments and other agencies in exploring and implementing child care initiatives. Among the tasks the Child Care specialist has been involved in are: the establishment of an informal child care information and referral service, development and implementation of a summer day camp program for children of city and school board employees, negotiation for child care subsidies with the United Way, and review of the city's child care policy.

The Division of Children's Services, part of the Department of Social Services, is housed in a separate building outside of city hall. The Child Care Specialist reports to the Division Chief for Adult and Family Services, the Director of Social

Services and the Assistant City Manager and turns for information and direction from these people. This Division is thus staffed full time by the Child Care Specialist, and part time by the Division Chief. The Division utilizes the Division Chief's secretary. The Child Care Specialist works with other city departments and agencies as part of the Child Care Task Force. The Task Force meets monthly and has served as a sounding board for the Child Care Specialist. This position works with other municipal departments including: Parks and Recreation, Agriculture, Health, Library Systems, and Comprehensive Mental Health. There are no formal interagency agreements and contact is on an informal as needed basis.

The Coordinator sits on some community child care committees, including a Head Start advisory group which covers programs in several communities. She has particularly strong relationships with two non-profit agencies which are on the task force and relates to the director of the local Kindercare program. Her relationship to state child care related agencies is very loose at present and is primarily through the Assistant City Manager and the Director of Human Resources.

The Coordinator's position is funded under the budget of the Department of Social Services. Funding is limited by annual appropriations and consists of the coordinator's salary ($25,000 per year) and $2,000 for operations for 1987-88. The coordinator does not feel that the funds are adequate to cover the coordinator's function and has put in a request for $70,000 for 1989-90. In addition to funding the Child Care Coordinator's position, $732,550 is available for child care services and is administered by the Division of Children's Services. Of this amount, $493,430 is from state Title XX/SSBG funds; $171,738 from the city for the sliding fee programs; and $67,382 for employment related day care services.

For 1989-90, the Division of Children's Services requested funds to: establish a computer-based Child Care Information and Referral Service for city parents; develop a coordinated Technical Assistance Team (Health Department, Fire Department, Social Services, etc.) to assist potential day care providers in meeting requirements to open a family day care home or center; provide a coordinated program of day care provider training; develop additional school-age child care to assist low-income families; and further expand the child care subsidy program to establish a sliding fee scale program to subsidize day care for low to moderate income parents.

While there is no formally recognized task force, the twenty-one member Child Care Task Force serves this purpose for the community. It includes repre-

sentatives of city agencies, private family day care providers, non-profit child care centers, Head Start, and school officials.

Although there are currently twenty-one members, the number of members is not fixed. The original appointments came from the Assistant City Manager. There are no specific tasks the group is charged with. The group advocates for child care, conducts fact finding activities, and advises the Division of Children's Services. Currently it is trying to push the city council to make a formal child care policy statement. The Coordinator is the secretary of the task force and chairs the Executive Committee, even though the group is informal and has no legal mandate.

Background

The major impetus for the development of the Child Care Coordinator's position came from the Assistant City Manager in the fall of 1986. A child care study, funded and cosponsored by the United Way, recommended a plan for the community. The major participants on the study committee came from both the public and private sector and included non-profit agencies and city employees from the Departments of Health, Library, and the media. The child care committee that conducted the study subsequently became a Child Care Task Force of twenty-one members. It took approximately one and a half years from the time the study was approved by the City Council (in December, 1986) until the coordinator's position was initially staffed in September, 1987. The position was officially established in January, 1987 but the respondent is unsure of the exact mechanism used.

The original study recommended the establishment of a child care information and referral service; the Coordinator of Children's Services position and the child care subsidy program. Two other studies were conducted at about the same time: a human services plan, which provides further support for child care, and a report titled *Virginia Beach Tomorrow Report*, which evaluates past and future directions including the development of child care to serve the needs of working parents.

Current Issues

In the opinion of the Coordinator, the city has grown, is affluent and does not see the need to assist the working poor, who cannot find affordable child care. Child care information and referral needs expansion and refinement since, at present, there are no statistics available. Much of family day care remains unlicensed and

if gains are to be made, the Child Care Unit needs more certifiers, trainers and monitors.

In terms of specific municipal barriers to expanding child care, as an employer the city does not pay for child care. Municipal red tape needs to be reduced to obtain day care licenses; specifically, zoning and other permit processes need streamlining. Funding for child care subsidies and staffing for the unit should be increased. The public needs to be educated as to the large number of working parents in order to change attitudes towards supporting child care. Business needs to assume responsibility for child care for its employees.

The current political climate for child care depends on who you talk to. The Mayor, a woman, understands the need for child care. Others in city government see roads, water, and dealing with city expansion as key issues. Child care is not a big issue at the moment and would rank about average relative to other municipal concerns. The Mayor has helped make child care more important and has endorsed the Human Services plan. Some city councilors are paying more attention to child care but there is a great need to educate both elected officials and the public on child care issues. Over the next two to five years a joint effort of municipal agencies and the public schools to build combined school/recreation centers, which would offer child care programs, may be undertaken. The positive relationship with the Department of Parks and Recreation helps make it likely that this plan will succeed.

The most important area for the city is to develop affordable child care services for low and moderate income families, especially the working poor. The latchkey problem also needs attention.

Conclusions

The city's involvement has made a difference in child care. The municipally sponsored summer day camp for city employee's children was a big success. Increasing numbers of family day care providers are coming "above ground" and contacting the Coordinator for technical assistance. Four new child care centers have been established and expanded and reflect the importance of information sharing. The Before School/United Way sponsored project inspired the YMCA to offer a similar program.

As child care services have increased, so has the demand for services and the Coordinator has worked to educate parents to advocate for increased services. Information and Referral, although it needs expansion, has witnessed an increase

in the number of callers and the users of this service appear appreciative. In addition, there has been an increased level of coordination and cooperation around child care issues in the community, which is due in part to the activities of the Child Care Task Force.

Washington, D.C.

Washington, D.C.
(Population 638,432)

Contact:
Barbara Ferguson Kamara
Executive Director
Office of Early Childhood Development
609 H Street NE
Washington DC 20002
(202) 727-1839

The District of Columbia is unique among the nation's cities, in that it is the seat of the United States government. Although it has had the power to pass its own laws only since 1976 (with Congress continuing to exercise veto power), this has not prevented the city from developing a comprehensive and advanced system of early childhood development services. In part, this system exists in response to the needs of its citizens; 50 percent of the women in the District with children under the age of six work full time outside their homes. The system is also, however, a result of the enlightened attitudes of its City Council, government officials and community advocates, who have worked together to produce some of the most socially conscious (and often controversial) legislation and regulation in the United States.

As is the case with many American cities in the late twentieth century, the District of Columbia has a high rate of poverty and a sizable number of female-headed households. Recognizing the high cost of quality child care and desiring to make such care available to as many of its residents as possible, the District has supported since the mid-1960s a government-subsidized child care program much out of proportion to its population, when compared to other jurisdictions. This program, backed by stringent licensing and operating regulations promulgated in 1974 (which apply to all child care facilities, whether privately or publicly supported), became the subject of legislation passed in 1979, providing a solid basis upon which contracts with providers for subsidized care could be negotiated. (Both the legislation and regulation have been and are currently under revision).

The District of Columbia's appropriated budget for subsidized child care has more than doubled during the last ten years ($21 million in fiscal year 1989), with

comparatively small amounts of supporting federal dollars. Along with this considerable financial commitment to quality child care, the D.C. government has consistently supported these services in other crucial ways. In 1980, the Mayor established an Advisory Committee on Early Childhood Development (MACECD), which includes representatives of all key child care organizations in the District, child care providers, employers, developers, parents and the government, and which reports directly to him.

In 1986, in response to a position paper submitted by a child care advocacy group, the content of which was informed by the concerns of child care providers, his Advisory Committee, government officials and others, the Mayor announced a major child care initiative with several components. These included the establishment of the Mayor's Child Development Coordinating Committee (MCDCC), with representation from the five D.C. government agencies involved in child care service delivery, the United Planning Organization which is the District Community Action agency, the City Council, MACECD and other entities. This Committee was charged with formulating recommendations for the enhancement of child development services. Another component of the Mayor's initiative was the establishment of a child care bureau to facilitate coordination. This bureau was named the Office of Early Childhood Development (OECD).

The mandated functions of the Office of Early ChildhoodDevelopment are to:

- Advocate for children and families;
- Develop a central child care policy and comprehensive plan;
- Provide a mechanism for District-wide coordination and information sharing;
- Coordinate efforts to expand and improve available child care;
- Disseminate information;
- Provide administrative support to the Mayor's Advisory Committee on Early Childhood Development;
- Analyze and forecast child care needs;
- Conduct research and demonstration efforts;
- Provide technical assistance;
- Conduct legislative, regulatory, procedural and programmatic reviews;

- Develop commentaries on legislative, regulatory, procedural and programmatic reviews;
- Prepare an annual report on the Office and child care needs;
- Publish an annual directory of services;
- Perform tasks related to the implementation of D.C. Law 6-169 and the establishment of child care facilities in District government buildings; and
- Promulgate laws and regulations.

Located in the Department of Human Services, in the Commission on Social Services, the Office of Early Childhood Development services as the single administrative unit for coordinating child care policy and child development efforts within the District. The Office is charged with implementing a comprehensive approach to services across the District. While there is a separate child care licensing agency, the Office is responsible for developing the regulations and coordinating activities with the licensing agency.

Current Status

The District of Columbia was committed to and significantly involved in child care and related activities well before the introduction of the Mayor's initiative to coordinate programs and services through the establishment of the Mayor's Child Development Coordinating Committee and the creation of the Office of Early Childhood Development. However, these two actions have served as an impetus for increased awareness of, involvement in and support for child development programs and services in the District.

Child Care Subsidies

Subsidized child care is handled by the Department of Human Services (DHS) and the Department of Employment Services (DOES). Each District-run child development center has some subsidized slots allocated for District employees. The total amount available for the District-funded subsidy program is $21 million. DHS also administers federal Social Services Block Grant/Title XX funds for child care subsidies. The expenditures for DHS subsidies child care from District sources were $21 million in fiscal year 1987 and $600,000 from the Social Services Block Grant.

At present, the District provides child care subsidies for many qualified employees. Some flex-time is available, but it is not widely used. The District operates four on-site child care facilities for employees and others in the community. Two new on-site child care centers are due to open in the next three months and at least five more will open over the next nine months. Seven near-site child care facilities are also available to District employees.

Information and Referral Services

The Washington Child Development Council (WCDC), a private, nonprofit organization, operates a computerized Child Care Information and Referral Service under contract to the District. WCDC is also implementing a family day care initiative in conjunction with Catholic Charities, the D.C. Department of Consumer and Regulatory Affairs, Service Facility Regulation Administration, and OECD. This effort is designed to encourage the creation of at least three new family day care home systems and to expand the number of spaces available for infant care. The project is funded by a grant from the federal government and administered by OECD.

Training and Technical Assistance

The Office of Early Childhood Development provides some training and technical assistance to child development professionals through workshops, conference and coordination efforts with other District government agencies concerned with programs and services for children and families. currently $200,000 is available through the Department of Employment Services for a Child Development Associate Credential (CDA) program to train child care staff. The CDA program is publicized, and a CDA scholarship program is administered, by the Office of Early Childhood Development. Through the efforts of the Executive Director of OECD, the District also is promoting the NAEYC Center Accreditation Program to improve the quality of child care services in the District. Minimum standards for all child care programs in the District are regulated by the Department of Consumer and Regulatory Affairs. The content of these regulations (DCMR 29) are under review and are being revised by OECD in conjunction with DCRA.

In September, 1988, the Office sponsored the first D.C. Conference on Children, Youth and Families, bringing together nearly 500 participants representing District agencies, service providers, advocates, concerned citizens and busi-

nesses. A major focus of the conference was child care and related programs and services.

Business Development

The District has authorized a loan fund to assist in the establishment or expansion of child care businesses. These funds are available at 3 percent interest for businesses that establish employee child care facilities, as well as for community based child care programs. The Office convened a seminar on "Child Care as a Business" to encourage new businesses in the child care field and has also hosted a number of private sector meetings with D.C. employers to explore ways to meet employee child care needs and with local developers to examine incentives for investing in child care.

In 1988, the Economic Development Zones Incentives Amendment Act, which provides tax and other incentives to businesses in three development zones in the District, was signed into law. Child care was one of the activities targeted for loans and tax incentives under the law. A Child Development Task Force, chaired by OECD, is part of the Development Zone Initiatives. The Task Force works with the Office of Business and Economic Development to help existing and potential providers expand services in the Development Zones.

Data Collection

In collaboration with the Washington Metropolitan Area Council of Governments and several District government agencies, and with the support of the Mayor's Child Development Coordinating Committee, OECD is coordinating several major data collection efforts in the District including a district-wide analysis of funds expended by a D.C. government for child care and the number of children served; a mapping project that examines the location of all child development facilities in the District and other child and family facilities relative to the population distribution of children under age five across the District; and a number of reports on child care businesses in the District, problems related to recruiting and retaining qualified staff, and other major child care issues.

Public Schools

The D.C. Public Schools (DCPS) operate child care programs for teen parents in both the junior and senior high schools. Each school district has at least one full school day pre-kindergarten class; this program serves approximately 3,500

children. The public schools provide HeadStart programs for approximately 1,000 of the 2,000 children enrolled in HeadStart in the District.

In addition to the DCPS-run extended day program, which will offer tutoring and other academic activities for an hour and a half following the regular school day, the schools have also begun to provide space for after school programs run by community groups on a self-supporting basis through parent fees. Forty-four programs are located in public school facilities at present. A 1986 parents survey by the Mayor's Advisory Committee on the need for school-age child care revealed a large unmet need for after-school care. In May 1987, the Office, together with the Advisory Committee, the Public Schools, the Department of Recreation (DOR), and OECD, sponsored a two-day conference on school-age child care to devise strategies to address this issue. One of the recommendations was that the District should develop a city-wide, school age child care system with a coordinator, specifically responsible for providing guidance and oversight to school-age programs in the District.

Child Care Policy

Although de facto child care policy was created at the time the Office of Early Childhood Development was initiated, according to the Director, the only formal policy is the one established by law in 1979 governing subsidized child care programs in the District. This policy specifies eligibility for services, contracting standards, and regulations for family day care. The Office is currently reexamining the provisions of this law to see what can be handled administratively. At present, the law includes provisions for maximum provider rates and sliding fee scales which permit little flexibility. Any changes in the law have to be approved by Congress because of the unique status of the District.

Current Issues

Probably the most crucial child-care related issues in the District of Columbia, as well as in the nation as a whole, is that of staff recruitment and retention. Unfortunately, this issues also seems the least subject to immediate solutions. On the one hand are unacceptably low salaries and insufficient benefits available to child care staff, causing lack of interest in early childhood development as a profession and high turnover among existing staff. On the other hand lies the danger of raising child care fees to the point where parents can no longer afford them. Many providers are not, despite their best efforts, in compliance with applicable laws and regulations, either because they are forced to hire un-

qualified staff or because they cannot find staff (qualified or unqualified) sufficient to meet child/staff ratios. City governments, including the District of Columbia's, suffering from reduced federal and local revenues and growing needs for a variety of social services, cannot automatically continue to increase subsidies for child care. Even if this were possible, it would not help private providers.

Closely tied to the issue of staff recruitment and retention is training for child care providers. Opportunities to obtain professional training in child care have been somewhat limited in the District, and many people cannot afford the training that is available. On this issue, some progress is being made. Greater attention is being given to the Child Development Associate (CDA) credential; under current regulations, holders of the CDA are qualified to teach in the District's child care centers. The District is taking advantage of the federal grant monies available to provide scholarships to pay for the CDA assessment process and is also using some local dollars for scholarships and a training program specifically designed to meet CDA requirements. In addition, the Office of Early Childhood Development is mounting a major training initiative, which includes working with local colleges and universities to expand educational opportunities at all levels in the area of early childhood development; this initiative is generating considerable interest, especially at the University of the District of Columbia, which has committed to the development of a certificate course tailored to the needs of CDA candidates, but also carrying credits for those persons wishing to obtain degrees later on.

A third issue of current concern relates to the licensing and monitoring of child care facilities in the District. Child care providers feel that there is a lack of uniform standards among the various agencies that monitor for code compliance, and there are at times inconsistencies between different inspectors for the same agency. In addition, providers are unsatisfied with a new civil infractions program instituted by D.C.'s licensing and monitoring agency, feeling that there should be a warning period for compliance before fines are levied, and that some of the fines are arbitrary and capricious. Again, this issue is receiving attention and can be solved with coordination and cooperation among agencies.

The bottom-line issue for the District of Columbia is the maintenance of quality child care at prices that parents can afford. The Office of Early Childhood Development feels strongly that the federal government must ultimately reorder its priorities to provide early childhood development services with both financial and programmatic support, as has happened in many European nations, if we are

to assure ourselves of a growing work force and children with the best possible start in life.

Conclusions

The District estimates that more than $21 million is available to support child care services, including support for the Office of Early Childhood Development, District-run child care centers, tuition subsidies, and training. This figure represents a combination of District and federal funds. In addition, the DCPS budgets $13 million annually for pre-kindergarten services, matching funds for HeadStart, and child care for teen parents. OECD has four grants pending related to child care that would bring in additional federal and private foundation money. The goal for the current fiscal year is $500,000 of which half has been raised.

The Office of Early Childhood Development is successfully meeting its mandate to coordinate the efforts of District government agencies, private sector employees, and advocates to address the child care issues in the District. There has been a steady increase in the amount of child care and child development services available to both District residents and employees, and prospects appear excellent that this expansion in services will continue.

Woodland, California

Woodland, California
(Population 30,235)

Contact:
Lester Neblett
Superintendent of Recreation
1017 Main Street
Woodland CA 95695
(916) 661-5880

Woodland's primary child care effort is the provision of school-age child care. A school-age child care program is provided in cooperation with the Woodland School District, which provides some in-kind support. The city does not provide direct tuition subsidies for the school-age child care program but does use a sliding fee scale, and the program is expected to be self-supporting through user fees. The city employs a full time supervisor through the Recreation Parks Department for the after school child care program. The city has also used Community Development Block Grant funds to purchase portable classrooms for the school-age child care program.

Other programs are provided such as Head Start, state preschool, and child development programs using federal and state Department of Education funds. There is an early childhood coordinator in the county school system but no other municipal child care position at the present time.

Current Status

Before establishing the school-age child care program under the Department of Parks and Recreation, the city had run several summer day camp programs. Talks are in progress with the union for city and county employees about including child care as an optional employee benefit program. The local state-funded resource and referral program conducts most of the training for child care providers in the community. The School-Age Child Care Supervisor is beginning to provide some technical assistance to local employers on child care issues and has run a small training session on babysitting for older children. The Department of Community Development is considering an Urban Development Ordinance that

would impose some child care related requirements on developers. The School-Age Child Care Supervisor has been asked to advise the Department of this issue.

The major responsibility of the School Age Child Care Supervisor is to plan, coordinate, and supervise the program for children over five years old (school-age only). The supervisor is expected to oversee the Parks and Recreation Department's school-age child project as well as the holiday and summer camp programs sponsored by the Department. In addition, the supervisor is encouraged to engage in public speaking and fund raising. The supervisor represents the Department on all city or county committees which deal with child care issues and is working with the Community Development Department in writing an ordinance for developers on child care. The supervisor also works with businesses to assess employee needs for school-age child care and advise on the development of facilities for this age group.

The supervisor is a full-time, directly salaried municipal employee. The position is funded under Parks and Recreation. The current budget of $50,000 from the general fund includes $28,000 for the salary of the supervisor. The remaining funds are used to support four half-time, direct care positions. Program fees are expected to cover program costs and fees are returned to General Revenues.

The program funds are expected to cover all curriculum, education, and custodial supplies, food, transportation and field trips. Utilities are provided by the School District as an in-kind contribution. The staff consists of the supervisor and half-time direct care staff who provide the school year program at the two school sites. Holidays and summer vacation coverage is provided at two sites and employs seven additional staff funded through a separate general Recreation Department budget line item.

The supervisor reports to the Superintendent of Recreation in the Department of Parks and Recreation. There is a Child Care Coordinator in a nearby city, staff at the resource and referral agency serving the city, and several people in the area trained by High/Scope all of whom provide the supervisor with support and information.

An agreement between Parks and Recreation and the School District states that each has first priority to use the space that the other is not using. A second agreement, covering the school-age child care's portable classroom (trailer) building, allows the school to use the building at any time the school-age program is not there. The school plans to use the space for morning tutoring sessions.

In addition to municipal child care efforts, the United Way has acted as a facilitator to assess local needs for child care and has made equipment available to the city's school-age child care program. The Chamber of Commerce's Industrial Committee has held a public forum to educate employers on child care. Local employers are looking to hire additional female shift workers, many of whom will need child care. The supervisor was invited to speak at the forum.

Another forum for child care issues is the Yolo County Child Care Coalition, a private voluntary organization whose members are parents, child care providers, private business owners, and college officials. The group was originally brought together by a County Supervisor and has met monthly since 1981. The Coalition has held two major conferences and evaluates its accomplishments each year.

Current Issues

Despite the creation of thirty-one additional slots over what they had for school-age child care, there is still a lack of child care. Parents will soon demand a program at every school, and there are not enough sliding-fee slots. A tax override is needed for Proposition 13 to extend the funding available for child care and other services. Parents have not been active and need to become more vocal. There is an ongoing problem with having to conduct fund-raising efforts to meet the school-age child care budget. The program needs a financial commitment from the city.

Expansion of some child care is being considered. The City Council is talking of a public/private partnership in which businesses will contribute to a consortium of fund slots. There has been no action on this to date.

Conclusions

There are now sixty more school-age child care slots than there were two years ago. The quality of the program will enhance the quality of other programs in town. The salaries paid are on the high end in the community. There is a sliding fee scale to support low-income families. The program has full enrollment, happy parents, and no major battles with the schools or anyone else.

ABOUT THE NATIONAL LEAGUE OF CITIES

The National League of Cities was established in 1924 by and for reform-minded state municipal leagues. It now represents 49 leagues and approximately 1,400 cities directly, and through the membership of the state municipal leagues, 16,000 cities indirectly.

NLC serves as an advocate for its members in Washington in the legislative, administrative, and judicial processes that affect them; develops and pursues a national urban policy that meets the present and future needs of our nation's cities and the people who live in them; offers training, technical assistance and information to municipal officials to help them improve the quality of local government in our urban nation; and undertakes research and analysis on topics and issues of importance to the nation's cities.

National League of Cities
1301 Pennsylvania Avenue NW
Washington, D.C. 20004
(202) 626-3000